

# **Establishment of Planning Cells In Selected DPAP Districts**

## **—Report of an Action Research Project**

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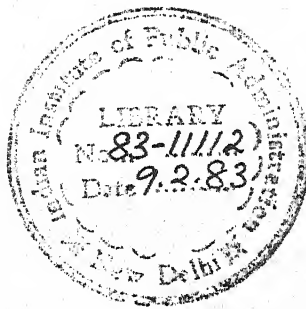


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## FOREWORD

The Indian Institute of Public Administration in a collaborative effort with some other institutes was involved in an experiment to establish Planning Cells in six districts of the country. It was hoped that this experiment would serve as a pilot project before such cells could be put in operation in all the districts of the country. The Project was for a duration of three years and was financed by the Ford Foundation and the Government of India.

One of the special features of this Project was its wide collaborative character. For professional guidance of the district cells IIPA collaborated with the Sardar Patel Institute of Social & Economic Research, Ahmedabad, National Institute of Rural Development, Hyderabad, and Institute of Financial Management and Research, Madras. In order to build administrative support and develop favourable response to its work IIPA worked closely with Governments of the States, where these cells were located and its sponsor, the Government of India.

The end result was that in a period of three years a wide network for coordination and direction was developed and much of the success of the Project depended on the adequate functioning of the coordinating machinery. Thus the Project not only produced research reports but also involved the IIPA in a wide network of institutional relationships. The report prepared at the IIPA describes the way the Project was conducted and delineates the events and processes through which the Project evolved.

In the second part of this Report the research studies and their summaries are provided. As the Project was concerned not only with research but in translating this research into action, such a report should expose experience of the IIPA for wider examination and critical appraisal.

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## Purpose

The Indian Institute of Public Administration in collaboration with some other Institutes in the country was involved in an experiment designed to improve the capabilities of planning and implementation among local level officials. It was assumed that improved capabilities among these officials would lead to changes in district administrative organization and its procedure. This experiment was tried in six districts of the country for three years.

The first part of this Report describes the process adopted in undertaking this work and attempts to analyse the experiences of the researchers. In the second part, a more detailed account of the work undertaken at the IIPA and each of the district cells is given and presents the kind of research investigations that were conducted.

The problem of developing capabilities at the local levels for planning has concerned the national planners from the very beginning of planned development effort in India. The expression of this concern, however, underwent a shift from decentralised participation oriented planning approaches in the first three Five Year Plans to centrally administered and directed intervention strategies in the later plans. From people's organizations like Panchayati Raj or cooperatives, attention moved to bureaucratic special agencies sponsored by central government. Backward regions or backward groups were sought to be helped through such specialized agencies.

The Report of the Task Force on Integrated Rural Development (1973) and the mid-term Appraisal of the Fourth Five Year Plan recommended an institutional framework to take care of those areas that were afflicted by chronic drought. The Drought Prone Area Programme was consequently initiated for 74 districts in the country and planning and implementation of the programme at the district level was entrusted to a special agency. This agency did not form part of the regular district administration but was established as a registered body with the District Collector as Chairman. Because of its autonomous character, all personnel working in the agency were formally sent on loan from the Government to the agency. The major aim of this agency was to merge

"integrated area development" approach with "target group oriented" efforts towards poverty alleviation. Stability in the income of the people, particularly those from the weaker sections was sought to be achieved by this agency through optimal utilization of land, water and livestock resources and through restoration of the ecological balance. The agency reflected a basic shift from approaching drought as an emergency when hurriedly conceived rural works programmes were implemented as relief measures to a well planned preventive effort that would avoid this wastefulness and inefficiency.

For this well planned preventive effort the agency was enjoined to provide a new way of administrative functioning. As land, water or livestock resources were managed by different departments having their own priorities and programmes, they prepared their projects for implementation in the district independent of each other. The agency was required to develop inter-sectoral and inter-departmental project formulation that served the interests of the district as a whole.

However, it soon became clear that the agency was not equipped to undertake this kind of work in a sustained manner. There was a small professional staff provided to agency. All the investment of the sectoral departments did not flow through this agency. It was spending only that money that came to it through central and state government funding provided specially for DPAP. The result was that from the very beginning the capacity of the agency to look at the district as a whole was seriously impaired with substantial amount of funds and number of personnel being placed outside its purview. Nevertheless, the expectations from this agency continued to be of systematic drought proofing and integrated area development.

It is within this context of high expectations and limiting constraints that the idea of providing professional support to these agencies in their tasks of planning emerged. It was suggested that experimental District planning cells should be established.

Supported through financial grants from the Ford Foundation and the Government of India, six district planning cells - one each at Jodhpur (Rajasthan), Mahendragarh (Haryana), Panchmahals (Gujarat), Kurnool



(Andhra Pradesh), Ramanathapuram (Tamil Nadu), and Purulia (West Bengal) were established in 1978 under the overall coordination of the Indian Institute of Public Administration, Delhi. Three of these cells were linked for professional guidance and administrative coordination to Institutes other than the IIPA. Such a linkage was established between the Panchmahals Cell and the Sardar Patel Institute of Economic and Social Research at Ahmedabad, the Kurnool Cell with the National Institute of Rural Development, Hyderabad, and Ramanathapuram Cell with the Institute of Financial Management and Research, Madras.

The grant proposals also envisaged that these district cells would work under the overall administrative supervision of the DPAP agency. This, they hoped, would help in providing the necessary linkage with district administration without breaking the professional relationship with institutes. The financial life of the project was of three years and it was hoped that the state government would finance the cells after this initial period was over.

The purpose for which the cells were established were as follows:

1. add analytical capacity for project formulation and the monitoring of project implementation and for evaluation to the local development agency;
2. provide a forum for inter-departmental work and discussions;
3. imbue economic and performance/management thinking into agency functioning;
4. provide a focal point from which to examine and to work upon the improvement of district administration;
5. provide an agency with skills to utilize the budget as a dynamic management instrument;
6. link financial institutions more directly to development planning and execution work at the local government level;
7. provide a working contact point in the local government machinery from which to manage relations with research bodies; particularly the agricultural universities through (a) problem

identification specific to project analysis and execution, and (b) the management of transmission to the field of information derived from research findings.

However, as experience was gained, the objectives were redefined and sometimes depending upon the district specific contexts, reinterpreted also. This was done to ensure that the ultimate results of the projects should reflect most intimately the outcome of interplay between project design, institutional set up and administrative, social ecology specific to each district. It was obvious from the beginning that hope of achievement of all the objectives as stated above within three years was rather too ambitious.

Therefore, the understanding reached between grant giving agencies and the IIPA was that the project would be expected to help in understanding a) the state of current planning and implementation system of the projects at district level, b) the contradictions between present system and specific needs of the district, c) the relevance of planning cells at district level, d) the revision in the objectives or scope of functioning of cells, and e) development of guidelines for some projects after actually monitoring their implementation on the basis of establishing data bank and resource inventory etc. The institutionalisation of these cells in the district system although was an avowed aim, it was however, considered largely to be a function of the interest state and central government took in monitoring and approving the project.

While the objectives may appear very ambitious, it was recognized in the grant proposal that initially "the cells would not be expected to do more than prepare and to begin to monitor the implementation of a few key projects in the first year". Gradually, this process of project preparation and monitoring was supposed to unveil many extra-project issues.

Emphasis was on studying the entire environment in which projects were conceived at district level. Thus one of the objectives of the project was to explore whether district system would accept and sustain an institution like the cell. The result of institutionalization of a

cell in the existing administrative system was expected to reveal valuable insights about the decision-making system in the local level bureaucracy as influenced by the power centres at state or central level.

It was hoped in the project proposal that within the period of project's operation, it would be possible to make a case for having such cells not only in the district studied or other DPAP districts but in all the parts of the entire country.

Looking at the complexity of tasks and varied role that cells were to perform, project provided for servicing of cells by a link institute. The idea of link institutes was developed largely to help in the strengthening of the capacity of regional research institutes both to undertake comparatively a larger action research project and to deliver the available expertise at Institute's level to the district administration. It was also hoped that insights gained from this project would help in redirecting some of the research resources of these institutes towards more purposeful directions in micro-level planning. The material coming out of the project, could help these institutes develop training programmes for district administrators from the other districts inside and outside the state. Link institutes were also expected to liaise with state governments to establish a steering committee at state and district level comprising of senior officers to oversee the project work. The research interests and areas of specialization of each link institute were likely to have an important bearing on the type of focus that each cell achieved in its way of working.

In fact the very objectives of the project underwent a shift partly due to the interests of the link institutes and partly due to the compulsions of socio-political conditions in each district. As the lessons were learnt about the working of various programmes at district level, it became apparent that original objectives might require significant change.

The clear articulation of the need to find ways to support the agency tasks professionally emerged out of discussions among the

representatives of the Government of India, the Ford Foundation and the IIPA. The DPAP was a centrally sponsored programme and therefore its implementation a central concern. The states where the research was to be undertaken were consulted later, after the funding and the mode of research had been firmed up by the three concerned agencies.

### Recruitment of Professionals

The project proposal envisaged a team of four to five experts for each cell. The specialisation of at least two of these professionals was to be related to the dominant sectors in the respective district economy e.g. in a district where pasture management was one of the crucial problems, a pasture specialist was recruited besides a project economist.

It may be mentioned here that regarding recruitment of staff, many assumptions made in the grant proposal did not appear to be valid. The proposal had provided for the following disciplines from which professionals could be recruited:

Table I

<u>Disciplines</u>	<u>Functions</u>
Economics	Project employment, distribution and market analysis, and credit planning
Management	Organization, financial controls, systems analysis.
Sociology	Group dynamics, communication, institutional functioning.
Engineering	Design of structures, testing and benefit/cost analysis.
Soils/	Conservation works, land use, Agronomy crop patterns.
Forestry	Fuel, fodder and fruit production and minor forest produce.
Animal	Pasture and livestock management, Husbandry service infrastructure, marketing.

Extension      Farmer services, training, relations to agricultural research.

Each cell was to work under and report to the agency executive who in turn was responsible to the Board of the District agency headed by the Collector. The staff was to be hired on a three-year contract basis from the open market. Government personnel were considered to be eligible and in fact there was a specific mention in the proposal that they should be encouraged to apply and join the cell on deputation. The actual recruitment and conditions thereof would be based on the discussion between the IIPA, the link institutes and respective state government. Interestingly, it was expected that the technical positions would attract applications from among strong candidates and the social science positions were unlikely to attract such strong applicants from the State cadre at least because such a cadre did not exist in the government. It was also realised that social scientists might not be willing to sever contacts with their institutional bases to consider a long-term career in government. It was believed that since some of the leading institutions had expressed desire to work directly with the field problems in this project, strong individual candidates would also find challenge in the project. To ensure that the positions were filled up as envisaged, the constraints over salaries and age as such were not to operate.

In reality the task of identifying and recruiting suitable personnel to man the district planning cells and the core group at Link Institute was quite difficult. Action research perspective demanded people who would not merely be interested in producing academic reports but would like to strive for change and develop interventions to adapt the governmental system to innovations. Further the temporary recruitment for three years also posed some problems. It should also be mentioned here that there was a feeling in the project towards the later period that the project probably could have offered better and liberal terms to attract right type of talent, and neutralize the difficulties of a short-term appointment. In some cases, lack of flexibility in link and nodal institutes failed to provide attractive salary conditions. However despite repeated efforts, neither at any link institution nor at

any cell level, full complement of professional strength could be recruited. The status of positions filled is given in Table II. These are positions financed by the Project. The coordinators of project at the IIPA and other link institutes had the faculty positions.

Table II

<u>Link Institutes</u>	<u>District Cells</u>
Indian Institute of Public Administration, New Delhi.	Jodhpur
	Mahendragarh, Purulia
Sardar Patel Institute of Economic & Social Research, Ahmedabad.	Panchmahals
National Institute of Rural Development, Hyderabad.	Kurnool
Institute of financial Management and Research, Madras.	Ramanathapuram

<u>Link Institutes Staff</u>	<u>District Cells</u>	<u>Positions</u>
Indian Institute of Public Administration	Jodhpur	
Management Specialist: (Credit & Finance)	1	Project Economist 1
Research Assistant	1	Pasture Specialist 1
		Research Assistant 2
Purulia		
Project Economist	1	
Research Assistant	1	
Mahendragarh		
Project Economist	1	



Research Associates 2

National Institute of  
Rural Development

Research Assistant 1

Sardar Patel Institute  
of Economic & Social  
Research

Project Economist 1

Research Assistant 1

Institute of Financial  
Management & Research

Consultants 2

Assistant Professor 1

Research Assistant 2

Kurnool

Assistant Directors 4

(Economics, Regional  
Planning, Extension,  
Animal Husbandry)

Panchmahals

Project Economist 1

Research Officer 1

Civil Engineer 1

Research Assistsant 2

Ramanathapuram

Project Economist 1

Research Assistant 1

Considerable effort was made to identify the professional staff to man the central cell and it took some time for the IIPA to appoint a reader in economics, a management specialist and a research assistant, but this effort was not completely successful. The reader resigned after one year. The problem of getting suitable persons was further compounded when the project could not hold out much hopes of longer tenure for the people who devoted their energies for three years in a project.

Later it was felt in the project that identical complement of professional expertise was not really required for all the districts. Thus, depending upon the resources and specific demands, some suitable but fewer professionals could be recruited rather than the full complement. Thus, despite repeated efforts, neither at any link

institution nor at any cell level could the full employment of professional staff be recruited.

### Task Sequence

The formal objectives of the cells were operationalised into a work plan that was phased out to cover the three-year period of the project. The first phase of six months was marked out essentially to get acquainted with the district, its environment, and its organizational framework. For this purpose the Cell was enjoined to undertake a series of case studies in project identification, formulation and implementation. Another important task during this phase was of persuading the district administration to accept the objectives of establishing the planning cell. Both the above mentioned tasks required a more rigorous understanding of the process of planning at the district level, the problems involved and the possibilities of change within the given system. In order to develop close rapport with the district officials and to gain access to official records, data etc., a steering committee was to be set up. It was to comprise of Collector, Project Director and certain key sectoral officials. The committee was to meet every month to review the work of the cell, and provide follow-up to the issues arising out of the case studies or approach papers developed by the Cell. Whenever problems arose on account of the issues arising out of cell's work, Collector was to resolve them by providing constructive critical feed-back system in an otherwise one way sectoral planning.

In each district where the cells were being located, orientation training programmes were to be organised to expose district officials to the latest management techniques. It was hoped that these training-cum-seminars would also provide an opportunity to generate discussion amongst the district officials on the most urgent planning problems faced by them. Issues arising out of such discussions could be later followed up through case studies by the cell. This would bring about a close correspondence between the concerns of the sectoral officials with those of the cell professionals.

Implementation of some of the key projects was also to be monitored to develop insights about the shortcomings of present monitoring and



concurrent evaluation systems.

Thus advantages of pursuing small case study approach to familiarise the cell with district planning environment in first phase were:

- (a) "to help in identifying the kind of expertise necessary to fill in gaps in effective process of planning and, implementation and identifying organisational and administrative deficiencies";
- (b) to identify the training needs for district officials on the basis of current professional inadequacies;
- (c) to map out the sources of various types of data existing in various sectoral departments, and to relate them to planning and monitoring functions;
- (d) to pursue the task of building up resource inventory as related to design of the sectoral projects;
- (e) to identify inter-sectoral projects and programme linkages; and
- (f) to identify the incompatibility if any in the objectives of the project per se and the objectives of various district departments and financial institutions involved.

Some salient features of this phase were:

1. The steering committee could not be established in all the districts, wherever they were set up, they could not meet as frequently as was envisaged. There were of course notable exceptions.
2. The approach towards organizing initial training programmes also varied among the districts. In some districts it was felt that first orientation itself if based on only academic input, might alienate the district officials. So, some cells preferred to develop some short cases, through a review of district data available at district level or from other secondary sources like other study reports, state gazetteer,

Reserve Bank of India publications etc. and then they organised the orientation training programme. Other district cells organized such programmes by concentrating on conceptual inputs only.

3. The process of choosing initial areas for case studies also varied among districts. In some, the district officials helped in determining these choices. In others, the criteria of budget allocation was chosen to select the sectors where case studies were to be developed. At still other places, the choice depended upon the professional's own existing expertise. In one case, review of past years' minutes of district consultative meetings was made to identify the problems that attracted maximum attention of the Collector, Project Officer, the Bank officials and various district sectoral officials. The advantage of this latter approach was that it elicited an immediate response from the district officials and helped to develop better personal and professional rapport.
4. The resource inventories which were to be completed in the first phase did not get completed in all the districts. In some districts, the compilation of data posed enormous problems because of lack of availability of records or lack of compatibility of some data from different sources etc. In others, the question was raised whether pooling of data at one place without simultaneously developing capacity for its aggregation, analysis, interpretation etc. would make much better impact. Thus inventory took different shapes in different districts. In one it became a compendium of time series data from different sources sector-wise for the years it was available; in others it became linked with block level planning or credit planning.
5. Idea of Data Bank was, however, pursued in one of the districts from initial phase only, particularly because it found that the task of developing data bank offered an opportunity to meet many sectoral officials and discuss with them their problems which case study approach could not provide for. After all,

cell could not take up the task of developing cases for all the sectors that too in the initial phase.

6. In certain cells, a monthly or fortnightly newsletter was also started -- a sort of trouble shooter which was supposed to create an awareness amongst different officials about some issues often neglected but of major importance. Some times small cases, technical notes developed by sectoral official were also included, apart from brief reports prepared by the cell staff on their work. Both Data Bank and News Bulletin were aimed at generating consciousness about some sort of information system at district level whose format was still to be explored.

In the second phase the insights gained in the initial phase were to be used to demonstrate practical relevance of change in some of the administrative procedures and systems. In other words the case studies developed in the initial phase were to be pursued with concerned officials for actual intervention. The idea was to help project officials draw conceptual implications of the cell's work for changes not only in the projects that were studied but also in other projects. In that sense, this phase involved dealing with one of the most important objectives of this action research project - that of institutionalizing better planning and management capabilities at district level. Whether this could be done by improving skills of some sectoral officials (who could always be transferred) or by developing some guidelines or manuals for project management in sectors studied or by making suggestions for improving project management in sectors studied or by making case for getting planning cell itself institutionalized in the district system, was a matter for investigation. It was also to be explored, to what extent the intervention could be sustained at district level and whether interventions at state or higher level would also be required. Further, could state level planning board use this cell continuously for deriving constant feed back about the project performance? Will that not only imply that cell would be looked down upon as a vigilance cell - will that role not create contradiction between cell's accountability to district administration and toward state planning board?

In the final phase, the consolidation of the earlier studies, implications of their theoretical worth and applied value for District and State administration was to be assessed. On the one hand, effort was to be made to see, whether guidelines or methodology of change developed in one district could be applied after testing in another district. On the other hand, these methodologies were to be discussed with various levels of officials, bankers etc. to assess their acceptability and suitability. It was also expected that the cells will share their experiences and explore the possibility of generalizations. It would also increase the project's awareness about the extent to which each finding of the project could be generalized. IIPA was given the role of promoting this exchange of experience among different district cells.

This was decidedly more challenging phase because each researcher began realizing how little he had achieved in the real sense. It was realized that in view of the limited professional strengths of the cells, it has been a wise step for each cell to concentrate energies in the most important problem area which incidentally differed from cell to cell.

In this phase, training programmes were proposed to test out the suitability of the training material developed during the project and also to contribute towards skill improvement of district officials. However, such programmes could not be held in any of the districts except in one where a workshop was organised to institutionalize an intervention in area demarcation amongst financial institutions. Training, admittedly was the weakest activity of the Project. Perhaps pre-occupations with informal discussions with officials and complexity of change process convinced most of the project researchers, that lasting improvement in district project planning system would be only marginally achieved through short training programmes. Also, training as one-short activity would have had limited utility unless the skills are periodically updated. For meeting the latter objective, the institutionalization of cell was an important pre-requisite, although certain interventions did demonstrate that changes could be brought about without locating the professional expertise within the district cells.

In view of the paucity of professionals to man the district planning cells, aimed to be set up in the entire country, question was raised whether locating few professionals at one place and making them mobile to deal with project planning problems of different districts together with simultaneous improvement in the systems and procedures would work? This would necessarily require strengthening of planning machinery at state level which was beyond the focus of present project.

Alternatively, issue of creating capacity in the district administration system to absorb feed-back from people through whom the projects could be monitored was also to be explored in this phase. It was felt that in drought prone regions where the ecological diversity was very high, it was difficult to decide upon same planning strategy for all the regions within a district much less for all the DPAP districts. Also, the questions of administrative or popular decentralization were tackled differently in districts. In one case after a study of 100 hectare sheep and pasture development cooperative society which was set up on an experimental basis in one of the districts, the cell professionals reached the conclusion that management and operation of the society need not be handed over to the people. In this way they identified more with the bureaucratic interests. In another district panchayat samiti members and other non-officials at Zilla Parishad level wanted that cells should not aim at merely helping the district administration for identifying and sorting the problems. They felt that they knew where the problems were. What they wanted was a knowledge through which their insights into their problems could be projected for developmental investments with the state's support.

In yet another district, when an innovative sericulture project identified by the cell's professionals was, after lot of efforts approved by the National Silk Board, concerned officials at state level etc., it could not be implemented because it was a new proposal and there was no precedence for agriculture or industry departments to start 'new' schemes. At that stage cell found Zilla Parishad and its non-official members more interested in this innovative proposal. Thus the democratic institutions sometimes were found to be more responsive towards the change efforts rather than the bureaucratic system. For

such elected representatives probably recognized that only through efficient project implementation visible impact on the people could be made. The doubt that probably strengthening the democratic institutions could have produced greater impact could not be fully explored. Quite possibly, improved managerial techniques of monitoring and evaluation exercised by democratic institutions could have made administration more responsive and improved performance.

Thus, even though the formal objectives of the project were operationalized into a work plan that was phased out to cover the three-year period, the varied nature and quantum of the professional strength at the cell level and at the link-institute level strongly influenced the way the work proceeded. The work was further influenced by the differing socio-economic, political, administrative and ecological contexts of each district. The result was that different cells chose different strategies to achieve the same project objectives. Probably the strength of the project lay in deviating from the blue-print. The complexity of the ecology of the districts, the administrative milieu of the implementing agencies, perceptions of those who set themselves up as change agents and the imperfect understanding of how the governmental and planning systems work, all combined to prevent the total application of a blue-print of pre-conceived interventions in a pre-judged district system. In some senses, then, the whole project unfolded itself as knowledge and experience grew and the work plan and work methodology responded to the changing situation.

It is important to emphasize the adaptive process in the unfolding of the project, because from the very beginning, little faith was placed on strict adherence to a pre-conceived plan of action. In fact, flexibility of this nature was accepted as a method of developing the capability to deal with effort.

There was consistent demand from the district cells to share information among themselves and learn from each other's mistakes. Unfortunately, time was a serious constraint in regularizing an internal information system. However even without a formal informal system, a lot of information and ideas were exchanged. Thus, the work plan in all the three phases was constantly debated and redesigned. This was



supplemented by visits from the central cell at the IIPA to the districts and among the district professionals themselves which strengthened the informal information exchange process. One of the most noteworthy features of the project has been this capacity to formulate and to reformulate the objectives within the ultimate goal of institutionalizing planning culture at district level.

### The Process and the Administrative Milieu

As indicated, the work plan spread into four phases. The action research involved three distinct but inter-related processes. The kind of tasks undertaken formed part of these three processes.

### Legitimization

The basic and first effort in a project of this type is to gain acceptance of the cell as a desirable means of intervention. The relationship between those who hope to intervene and those whose organizations are sought to be changed is often influenced by the images they form of each other. Even the assumption that change is desirable may not be equally acceptable to the interventionist and the intervened. Many a district official, for example, while accepting the need for change thought it was needed more at the state or central level than at the district level. Legitimization of a researcher's role could be accomplished through some or all of factors such as: the relative academic advantages of the researchers, their capacity to stir change or through mutual appreciation by the researcher and researched of the need for change. The fact that the IIPA was entrusted with coordination and guidance to the project perhaps because it had done many studies in district planning helped to establish researchers' credibility. It is another story that expectations about transference to the district of academic experience of the IIPA or for that matter of all other institutes like NIRO, SPISER or IFMR proved far-fetched. Except for the Project Coordinator and on occasion one or two other members of the faculty, not many who had done academic studies in this field felt inclined enough to get involved in such an experimentation process.

The capacity to stir change, as will be discussed later, was determined quite often more by the individual commitment of the personnel involved as well as by the direct intervention of the coordinator rather than by any innate worth of the management techniques, skills used or the body of knowledge available.

The image reciprocity is a vital element of legitimization. Sometimes the inertia and hopelessness experienced by the grassroot level functionaries was transferred itself so effectively on the interventionists that they too started developing inertia and hopelessness similar to that which existed already in the mind of those sought to be taken out from these feelings. In other cases, through a continuous dialogue and data-based analysis of the problem already identified by the researched organization, an understanding of district environment was achieved.



## Intervention

The designing of intervention was an extremely complex process. It had a direct bearing on the continued legitimization of the interventionist. Various structured and not so structured approaches were adopted - such as: diagnostic case studies, sample surveys and involvement of officials in interpretation of research findings. Some more informal but at the same time more interactive approaches were also used. Through analysis of previously documented minutes of various district coordination meetings, the problems identified already by the district officials were taken upon for data based analysis. In this sense the intervention-design assumed a historical congruency. The deliberations continued about the way an identified problem could be used to intervene in the system. This sometime meant involving the officials in defining what data to collect, in what way and from what sources. The main intention behind various such efforts was not to solve the problems or create heightened awareness for the need for change but to identify the more appropriate problem-solving processes or procedures that could be institutionalized.

Before discussing how the process of institutionalization was perceived in the project, two important issues regarding intervention need to be mentioned:

- (a) the receptivity for change;
- (b) the initiative for change.

The receptivity for change, as already partly elaborated under legitimization did vary from district to district. Apart from factors like the strength of the DPAP agency, the existing bureaucratic culture or the professional strength of the cell itself, one of the more important factors which influenced receptivity was, the authority from which the strength for designing and experimenting intervention was derived. In some cases, for example, the mandate from the state government was used to impress upon the district official the need for change and role of cell in effecting it. In other cases, however, the cell did not have a sufficient professional complement and as such its role in designing or effecting a change was neither stressed nor

recognized. The professionals from the link institutes were in some cases accorded a greater legitimacy by the officials.

Regarding the initiative for change, whenever and wherever a cell wanted to go it alone, even if the intervention itself had great merit, district authorities did not allow that effort to be sustained. In other words, it was possible to initiate a change and partly carry it through on one's own but the bureaucratic ethos at district level did not allow it to progress or repeated because it did not consider such a strategy conducive to its own interests. The lesson that could be probably learnt from this is that even if intervention, as identified and designed by an outside change agency was valid, time should be allowed to pass until the initiative for it comes from the local officials themselves. The intentional delay, though tiring and frustrating for many young professionals, was found to have positive bearing on the institutionalization process.

### Institutionalization

At this stage, the idea of institutionalization was understood to mean the creation of conditions for the ultimate withdrawal of professional support for district planning. It was expected that individuals in the local organizations, by imbibing new knowledge and skills would develop the capability themselves to design interventions for changing the implementation system. Institutionalization of an intervention to change procedures and processes would also require appropriate government orders and/or a structural change in the organizations.

It may be mentioned here that within the project we were not fully agreed about what we wanted to institutionalize. There were differences amongst us on this issue, and some, for example, viewed the acceptance of the cell by the district administration as the aim, while others viewed acceptance of certain decision-making processes, with or without the cell, as the institutionalization of management culture. Some also thought that any effort to graft an institutional set up on a district system would fail because the change at any micro level could not be divorced from the macro-economic and administrative framework. As

mentioned earlier, some viewed the necessity of simultaneous changes at the central and state levels as necessary pre-condition for sustaining any process of change at the district or level below. In their view, the system had an extraordinary resilience to come back to its original form no matter what interventions were made at any time, unless these interventions also brought simultaneous changes at central or state level. Institutionalizing (within three years) a process of decision making that would call for an approach to problem-solving radically different to the one existing, was, agreed by most, a stupendous task.

However, as already indicated, the administrative milieu in which the actions, based on the conceptual frame described above, were to be undertaken determined to a great extent the course of the Project. For example, while we directed a lot of our attention on the District Collector expecting him to actively promote change, Drought Prone Area Programme was only one of his responsibilities. He had only a limited time available for future oriented programmes, especially when most of the government operations moved from one "crash" programme to another. Nutrition programmes or Antodaya demanded immediate attention and if the District Cell could not provide expertise in planning schemes in these areas, placing the cell at the district headquarters was not of much use to him. Interests of the Collectors also varied. In one case, where a credit intervention was being designed, the District Collector remarked, "My interest is in social amenities. I want them mapped for the entire district for I believe if the infrastructure is provided development will follow".

A second characteristic of the administrative milieu was the high turnover of officials located in the local level implementing agencies. Some District Collectors and Project Officers had very short tenures. Quite a few officers working in backward-drought prone district considered it as a "punishment posting." As such, while in the district, officers spent a large part of their energies in finding avenues to get out of the district. In such a situation, before a Collector or an official was ready to spend some time understanding the activities of the Cell, he had left for greener pastures. The Cell had to begin its legitimization processes all over again.

Another characteristic was that most sectoral agencies in the district work more in competition with each other than in a spirit of cooperation. Departmental loyalties were strong and most coordination meetings were marked by this feeling. As a consequence, the cell had to work in an inter-organizational network which had its own pulls and strains and which often tended to involve it in its manoeuvres. The image of the cell usually suffered in the process.

Finally, an important influence of the administrative system that constricted the future oriented efforts of the cell was the appraisal system followed in the government. Agencies were evaluated on the basis of the extent of their ability to spend the amount allotted to them in the budget. The DPAP being a centrally sponsored programme had to respond to the Central Government's urging to utilise the allocations. The state government was therefore anxious that the professional staff be directed to prepare schemes quickly to exhaust the budget. Both the governments state as well as the Central felt that the Cell's capability could be judged on its ability to help DPAP incur expenditure and not on its ability to train officials to submit viable projects.

### Structuring of Roles

The interaction of the Cell with the operating system and its culture led to the emergence of three broad styles in which the action research was conducted.

The first style represents the format in which intervention for credit planning was designed. Here the legitimization was sought by seeking the identification and definition of problems through repeated interactions with officials and farmers. Problems for research arose through such interactions. Reference to old documents like minutes of various district consultative committee meetings was also made, as mentioned earlier, so that the discussion of the problem had historical roots. The attempt at this stage was to get the officials themselves to identify the problems that needed solutions. Having got the problems from the officers the researchers collected data and went back to the officials with this data in an attempt to show that this may help in solving the problems raised earlier. The process of data collection

itself involved the active help of the officials. They were then also involved in analysing and interpreting the data collected by the researchers. Thus, the researcher by involving the officials at every stage triggered off a thinking process which led to a reflection on inter-organizational relationships and on the strategy of credit plan formulation. It was hoped that such active involvement of the officials with the researchers will lead to changes in organizational procedures related to credit plan formulation and implementation.

In the second style, the strategy of intervention and the methodology of institutionalization was modified by establishing counterparts for the professional staff among the officials.

In this case legitimization was sought to be achieved through discussions of case studies with the sectoral officials. The idea was that each cell professional would work with his counterpart in the concerned sectoral department and through this close working gain an insight about the actual planning process within this sector. Simultaneously, the hope was that such close interaction would improve the planning skills of the concerned official and therefore lead to changes in the institutional process of planning.

The intention in this mode was that with close participation of cell professionals with sectoral officials, formal guidelines to prepare and implement projects would be improved. These improved guidelines were discussed with state and district officials. It is hoped that if these improved guidelines are accepted, systemic changes would occur.

In the third style, the district cells sought to work in close collaboration with the state level administration to establish legitimacy for its activities at the district level. When the cell did certain diagnostic studies or presented some district profiles, it sent these studies to the DPAP agency as well as to the Planning Secretary. The fact that the Planning Secretary was taking interest in the work of the cell impressed upon the district and planning officials the need to take it more seriously than they would have done otherwise. The Secretary's visit to the district and allotting exclusive time for reviewing the cell's activities in its office further reinforced its importance.

This way of articulating the importance of the cell led to the emergence of a kind of autonomy for the cell from the day to day district administration. The identification of problems in project planning and implementation emerged more through interaction of cell professionals with state planning officials than with district functionaries.

The styles of work may have differed, but the professionals devoted considerable time in all the districts to undertake research studies. (See Part II of the Report). An impressive number were actually completed. These included socio-economic profiles of districts and in some cases of certain blocks, and process studies of planning and implementing projects. In certain instances, actual project plans were also prepared and in one district, the professionals were actively involved in monitoring their implementation. In all the districts these studies were presented to district officials in seminars specifically convened for the purpose. In order to disseminate knowledge and information about the use of management techniques in project planning and implementation, three districts started periodic newsletters. These newsletters elicited reactions on the work of the cell from the district officials too. Only one district formally enunciated guidelines for project planning. These are being considered for adoption by the state government. The cells have continued to work in two districts after the withdrawal of the IIPA.

### The Perspective

The idea of action research for improving planning and implementation of projects at the local level was based on the introduction of professionals through the cells into the district system. It was hoped that during a three-year period, such an arrangement will help develop individual capabilities among the officials which in turn would lead to systematic change. Locating them in the district and giving administrative and financial supervision over them to the DPAP authorities, were conceived as methods of internalizing the role of the interventionist.



However, this also opened up several problems some of which have already been mentioned. Frequently, for example, it led the cell to spend its major time on projects that did not necessarily figure among its priorities. As is well known, there is a multiplicity of schemes at the district level and the District Collector coordinates all of them. The District Collector also happens to be the Chairman of the DPAP agency which is only one of his responsibilities. How much attention and priority he gives to one specific responsibility depends on a host of factors but primarily on his perception of the state government's desires and wishes. In such circumstances, when a priority programme was implemented, the whole district was galvanized. The cell was consequently easily sucked in. Indeed, heavy demands were placed on it because it had the expertise to plan projects and evaluate programmes quickly and professionally. Frequently when such "crash schemes" demanding immediate attention cropped up, cells sometimes started working on the same gear as the administration.

This resulted in the cell neglecting its future oriented activities. For example, an immediate task in one district was to prepare block credit plans. Any delay in meeting the deadline would mean an indictment of the district by the state government. The DPAP agency could not rely on its Credit Planning Officer. The Cell was asked to do this work. In keeping with the aims of developing district level capability, the Cell wanted to prepare the format, discuss its feasibility, demonstrate the processes of collecting data and leave the actual plan preparation to the Agency. This was not acceptable to the administration because of its own urgency.

Thus, the district administration looked upon the Cell as a ready resource for its intermittent 'fire-fighting' activities while the cells set their sights on a longer perspective. Some conflicts did arise because of this differing perceptions, but it became very clear that the District Administration needed such a set of professionals who while maintaining their autonomy and linkage with research institutions were able to support district planning activities. However, it was difficult to establish the extent and content of autonomy. The question was: When did autonomy, spur interveners and when did it alienate them?

Further, one did not get a clear indication of whether suggestions for changing the planning and implementation processes had been accepted. The district officials kept on talking of the need for transforming financial procedures, inter-organizational relations or departmental hierarchical systems that inhibited change unless directed from the state or the central level. However, there seemed no general consensus either on desirability and efficacy of intervention at the local level or on the nature of such interventions. The project has been as such a one-side exploration attempting to answer the question: Where do we begin and how?

This would also imply that the responsibility for effective performance at the local level cannot only be placed on the shoulders of the last rung of bureaucracy. With the types of organizational hierarchies and departmental loyalties that prevail and the extent of decentralization that exists this responsibility has to be shared by the upper echelons of administration too. Consequently intervention at the "window level" where services are delivered or resources are allocated cannot be divorced from the way the services are conceptualised and planning for resource allocation is done. Most of the time performance at the local levels depends largely on the planning activities at other levels. Changes at the local level are tied intimately to these processes and cannot be institutionalized without concomitant support emanating from the higher levels. One weakness of the project was its inability to work at both the levels in such a way that linkages could be defined and established and the entire process of change and its implications identified.

Addressed in another way, we were not sure at the end of the project whether in order to introduce effective local level planning it was necessary to strengthen only the local planning and administrative machinery. Perhaps corresponding changes were also necessary at the state and central level. The intervention strategy that we had worked out did not take this question fully into account.

The people for whom the effort at improvement was being designed did not get explicitly involved in the action research process. In fact much of the cell's interaction with officials and their organization was



less encouraging than we had thought. Our intervention strategy also did not involve the local political leadership in the action-research process explicitly. In one district, the Panchayat leadership demanded that the cell should help in strengthening the capability of people's organizations in monitoring and preparing projects. The Zilla Parmukh felt that the strengthening of the bureaucracy to perform its role better may not be so helpful to the district. We recognized these conflicts but were limited by the pre-determined design for action research.

Finally, the evidence suggests that the action research undertaken was a rich learning process. We are still learning to cope with both the self-imposed task of a researcher and the social demand of bringing about change. More often, there is research with little action or action with little research. This has been particularly true for governmental bureaucratic systems. We hope that this analysis of our experience may be useful for all those interested in bureaucratic change.



PART II



## PART II

In the first part of this Report, we have attempted to present a review of the processes of identifying areas and methods of interventions to help improve the capability of the district level administration for project Planning and implementation. Much of this exploration was based on research studies conducted by the professional staff of the project. The use of research studies as a means of exploring the methods and content of intervention in the administrative system was in any case the core element of the project.

At times it was found, that certain issues that emerged from these studies which the professional staff found relevant for Planning and implementing projects at the district levels did not excite the imagination of the district staff at all. In some of these cases, such lack of excitement was justified, for, the officials thought that these issues were beyond the realm of the district. They advised the professionals to take these issues upto their superiors at state or Central levels. At other times, the studies would evoke the response of "so what, we knew it all along". Usually such a response led to some dialogue because the professionals then insisted that some action therefore needs to be taken.

It is in this dialogue, really, that seeds of further action and research were sown. But this dialogue and resultant activities were a source of both encouragement and frustration. It set parameters of action that we have described in the earlier part of the Report.

This second part of the Report enumerates the studies conducted by the professionals and briefly describes their content to demonstrate what actions emerged from it.

The work in the project could be divided between professionals located at the Central Cell at IIPA and those located in the district.

### The IIPA Central Cell

One of the major responsibilities of the IIPA was of coordinating the project. Apart from eliciting periodical reports from the districts

and the link institutes, bi-annual inter-institutional meetings were arranged to review the progress of work and take stock of the way the project was proceeding. Concerned officials of the Central and State Governments, district administration were also invited and some of them, besides representatives of Ford Foundation, actually attended these meetings. About five such meetings were held during the course of the project. (Minutes of these meetings and list of participants attending them is given in the Appendix).

The Central Cell also arranged a meeting for a mid-term review of the project. Most of these meetings were presented with discussion papers prepared by it. The cell also undertook to conduct training programmes and supported those that were being undertaken at the district. Other members of the IIPA faculty apart from those in the Cell also participated in them.

The Central Cell carried on research studies too. Most of such research studies were conducted in the area of credit planning. Review of credit situation was presented in a district level workshop at Mahendragarh and Purulia in February and May, 1979 respectively. The review included discussion on some of the Macro indicators like credit/deposit ratio, sectoral constitution of credit. The discussions were held on five different situations like village adoption, review of district credit plan, gohar gas plant scheme etc. and continued in several meetings through the period.

Review of various PRI guidelines and working group reports having bearing on district credit planning was also done. Literature review provided the conceptual frame in which questions of credit planning had earlier been pursued. The latter two documents were meant to be discussed largely within the project amongst different cells so as to provide a perspective to their own efforts in this direction.

The former two documents along with a network of a watershed project were presented at district level workshops. Reactions in Mahendragarh were less intense than in Purulia. Apparently increasing share of agricultural sector in total credit over the years made it a comforting situation in Mahendragarh whereas in Purulia the consistently

decreasing share of agriculture with otherwise increase in the total credit disturbed the non-officials and district-officials. Another issue which surfaced from the discussions was the officials at lower level i.e. a block or a branch, could not adequately relate the implication of macro district level indicators with their immediate environment.

There was at least one definite outcome of these workshops. The district officials and bankers both realised that much of the mutual antagonism was rooted in the structure in which they interacted and functioned. (The bank branches were the only autonomous institutions at district level on which Collector did not have much control, while rest of the district level institutions were considerably influenced by his authority.) A need was felt that more exhaustive data base should be developed so that portfolio and spatial implication of credit flow may be worked out. However, what this data was to be and how it was to be collected, was not sufficiently clear to the bankers and officials. It was therefore, decided to undertake further investigation concentrating on only one district viz., Mahendragarh and provide such data that could lead to some specific interventions.

Besides this numerous informal meetings were also held at regular intervals. In addition visits to some selected villages were undertaken. The idea was to study the farmers' response to project implementation and incorporate this response in the designing of projects under implementation. This was one method of involving farmers in planning processes at district level.

#### Intervention - A Case Illustration:

During the drought year of 1979, credit situation in district Mahendragarh became very alarming. District administration was concerned over what is called, "lack of cooperation from the Bankers." On the other hand, banks complained that project director and collector have been arbitrarily taking ad-hoc decisions in several vital matters affecting the functioning of banks without consulting them.

The village studies revealed several cases of farmers who were suffering on account of bank-DPAP Agency differences regarding area demarcation. Briefly stated, the farmers' cases showed how even those farmers who had paid back their earlier loans were being refused further credit from the bank which financed their village so far. The problem had arisen from the repeated allocation and re-allocation of villages from one bank to another by the DPAP agency. During last three years, it had been done seven times. The situation for the fresh aspirants for loan was even worse, for they did not know whom to approach.

In the specific cited case, the study-village was earlier financed by Bank 'A', it was allotted to 'B' and it was situated near bank 'C'. 'B' would not finance the farmers because 'A' did not give them details of their financing in the village. 'A' did not give it because it did not appreciate the decision of administration in allotting this village to some other bank. Farmers wanted to approach bank 'C' but latter could not do anything as long as dispute continued between A & B. Farmers were suffering for no fault of theirs. And this was not a unique case. Almost in majority of villages where multiple financing existed, such a problem was arising. There were several other dimensions of the dispute. Farmers resented the administration's taking decision on a matter which concerned them vitally without consulting them.

When this case along with its other facets was presented to a group of field officers of different banks in an informal meeting held in the premises of a bank in the district, intense discussions followed. Lead Bank wanted this problem to be solved first while others wanted the specific problems to be solved first. Ultimately it turned out that the problem could not be solved unless (a) a data base was developed which described in details the village-wise bank-wise credit portfolio, which was made on the basis of demarcating the villages amongst different banks by banks themselves. The District Collector honoured the decisions arrived at through the consensus amongst bankers.

A design on the intervention, the type of data required and a framework of decision-making relationship between banks and Agency was emerging. People still were out of the picture.



Several rounds of informal discussion with bankers followed to decide how and what data should be collected. The project director and other officials in the agency were extremely impressed because they felt the proposed intervention, apart from other advantages, offered a tool to them for monitoring bank-wise credit flow in future which hitherto remained uncared for. For them, this exercise had both short and long-term implications which they wanted to fully support.

Block-wise village-wise credit maps were prepared by us for the entire district along with resource endowment maps. No new data was generated, it existed already with the banks, although covered under the garb of confidentiality. Only a format and graphic presentation of data (whose idea and design also evolved in follow-up discussions with bankers mentioned earlier) were the contribution of the interventionist.

The data was presented in an action-workshop at taluka level at two places in the district. All the bank branch managers and field officers apart from the key officials of DPAP Agency attended the meetings. The representative from Reserve Bank of India was also invited. The project officer of the Agency was present too.

It was revealed from the maps that the regions which had been left uncovered by all the banks acting independent of each other, did not lack resources. However, the resources they were rich in such as sheep, goats were not such that could give the people an easy access to institutions. Credit for such activities had gone to the low lying plains and well irrigated region bypassing the undiluted, eroded region rich in sheep and goats etc. Incidentally, these were the regions which were inhabited by poorest of the people.

Since all the banks wanted to concentrate in better endowed regions, the problem of multi-agency financing had become so acute. Area demarcation on one hand was to bring about greater rationality in institutional coverage of 'fast-moving' regions while at the same time it was also to highlight the 'problem-regions' needing urgent attention.

Question however remained whether without explicit policy support from the Apex level through necessary monitoring indicators, intervention at local level could be sustained in the long run. Also

whether there was any possibility by which people in bypassed regions could gain effective access to the institution as they exist today to register their demand and get response?

Various activities which were pursued at Central cell to explore similar questions are briefly reviewed below.

### Research Studies

1. Title: Communicating with farmers, cases in agricultural communication and institutional support measures. (pp.92)

Abstract: Understanding the problem of development as one of communicating the developed technologies to the farmers, it studies some cases and finds out the system and responses.

2. Title: Planning and Monitoring Rural Credit in Semi-Arid regions: Process and Implications for Intervention. (pp.55)

Abstract: Bank and development authority both demarcate the spatial distribution of resources for Planned development from their own logic mostly confronting each other and occasionally agreeing. The study persuades some scope of intervention in this real problem of area demarcation.

3. Title: 'Viable' Projects for 'Unviable' Farmers; An Action Research Enquiry into the structures and processes of rural poverty in arid regions. (pp.104)

Abstract: It examines the problem of household decision making options where various credit and product and labour markets interpenetrate and are inter-related. The study investigates how formal intervention not taking into account this internal resource management of a small farmer may worsen his lot instead.

4. Title: Interventions for Developing Tribal Societies. Some Conceptual Issues. (pp.12)

Abstract: Given the completely different socio-cultural space of the tribal societies, the study questions the concept of development itself in that context and concludes that organisation and other related aspects of development should be different for different socio-cultural space.

5. Title: Farmer's Response to Co-operative Project Implementations: Cases in Dairy and Pasture Development in Arid Regions. (pp.99)

Abstract: Farmer's Response to Various Interventions is eco-specific and cannot be generalised for all regions. Cases are presented in this study to substantiate the view.

6. Title: District Credit Plan, Concept: Precept. (pp.76)

Abstract: It details the involvement of different financial institutions for rural development with reference to time and space along with guidelines and identifies scopes for further analysis.

7. Title: Credit Situation Review: Jodhpur Purulia, Mahendragarh. (pp.150)

Abstract: Provisions of Credit made for these districts for different sectors of the economy is reviewed.

8. Title: District Consultative Committee Meeting: A Case History. (p.36.)

Abstract: It details the inter-action pattern between bankers, District Collectors and officials to understand the process of resource allocation over time and space.

9. Title: Planning for Rural Credit in a Backward District: Area Demarcation. (p.34.)
- Abstract: Given the importance of district planning incorporating regional characteristics the credit plan should include some crucial issues. The study focuses on this aspect.
10. Title: Issues in Labour Mobility in Arid Regions: A Case Illustration. (pp.37.)
- Abstract: This case study brings forth the problem of the poorest of backward regions and suggests remedial action.
11. Title: Management Issues in Watershed Development in Arid Regions. (pp.58.)
- Abstract: Watershed approach for the development of arid region planning is accepted and implemented. It raises the questions regarding management, organisational and project approach for implementation along with limitations.
12. Title: Case Studies: Farmers Response to Dairy Project Implementation. (pp.41.)
- Abstract: This case study locates the position of the farmers' in the process of implementation and examines their response to the different phases of the Project.
13. Title: Issues in Micro-level Planning for Rural Credit. (pp.86.)
- Abstract: Understanding the internal resource management of small farmers it suggests that projected intervention should be attuned to this internal dynamics.
14. Rural Credit and Support System - A Brief Literature Review. (pp.72)

15. Cases in Agricultural Project Management (developed for PIME Agri. Course as teaching material (October 1979) including case studies on Dairy, IRD Village Development Project, Communication etc.
16. Issues in Identification and Definition of Target Group-Revised Draft, 1980. (p.12)
17. A Perspective for Micro-level Intervention 'Transformation of Sectors Into 'Access Space' - a Critique of Growth centre model of decentralised development, 1980.
18. Monitoring of Social Effects of Rural Development Project: A Conceptual discussion, 1980. (pp.34)
19. Some Notes on Planning for Rural Credit in Arid Region, 1980. (pp.18)
20. A Note on Internal Resource Management in Arid Regions - Small Farmers Credit Constraints: A Paradigm - Agricultural Systems.
21. Small Farmer: Credit Constraints - A Paradigm - published in Social Administration Development Change - edited by T.N. Chaturvedi and Shanta Kohli Chandra, IIPA, New Delhi, 1980.
22. "Social Effects" of Rural Projects Monitoring through people's Participation - District Planning Project, IIPA, New Delhi 1981, Paper presented at national Symposium on Effectiveness of Project Scheduling and Monitoring, November, 1980, IIT, New Delhi. (pp.24)

### INTER-INSTITUTIONAL MEETINGS

	<u>Venue</u>	<u>Dates</u>
1. First Meeting	IIPA, New Delhi	March 3-4, 1978
2. Second Meeting	IIPA, New Delhi	July 14-15, 1978
3. Third Meeting	NIRD, Hyderabad	May 25-27, 1979
4. Fourth Meeting	SPIESP, Ahmedabad	Feb. 11-12, 1980
5. Fifth Meeting	IFMR, Madras	Sept. 22-23, 1980
6. Mid-Term Review	IIPA, New Delhi	December 3, 1979

### TRAINING PROGRAMMES-CUM-SEMINARS

1. Special Training Programme for Project Directors of Drought Prone Area Programme, November 2-14, 1978.
2. Action-Workshop for Area Demarcation - District Credit Planning, Mahendragarh, September 19-20, 1980.

### JODHPUR

Jodhpur represents a typical arid region of the country - regions towards west of Jodhpur town are sandy, hot deserts while eastern side are steep desert. The alluvian plain is interspersed with some rock ridging hills in eastern part, although no mountain exists in the district. There is a serious problem of shifting sand dunes in parts of the district. More than 40 per cent area is affected by wind erosion consequent to lack of conservation measures and excessive grazing.

Some of the features of the district are presented below:

1.1	Population	11,52,712
1.2	Rural population as percentage of total population	68.02
1.3	Urban population as percentage of total population	31.92
1.4	Agricultural labourers and cultivators as percentage of total workers	70.00

1.5	Other workers as percentage of total workers	30.00
1.6	Population density	50 Sq.Km.
1.7	Literacy percentage	21.38
2.	Total Number of villages	707
3.1	Area	22,720 Sq.Km.
3.2	Net area sown	46.78%
3.3	Irrigated	2.5 %
4.	Rainfall - Average	379 mm
5.	<u>Principal Crops</u>	
	Rajra	(29.20
	Jowar	Percent { 1.32
		of the {
	Wheat	cropped { 2.88
		area {
	Pulses	{ 21.15
		{
	Oilseeds	{ 4.16

Present economy in the district revolves around sheep, goat and other livestock like cattle, camel etc. Maintaining pastures is the major problem particularly in view of frequent occurrence of drought.

The district planning Cell was established in February 1978 with the appointment of a Project Economist. Soon, a pasture specialist also joined the Cell. The need for his expertise was felt during the initial discussion between the Project Coordinator and the district authorities.

Initially the Cell in its efforts to legitimize its role undertook short studies at the behest of district administration. One of such efforts was to appraise various product mix for Antodaya families - the poorest at the bottom - and to develop appropriate project proposals. This exercise was discussed at the meeting of District Development Agency which found them worth implementing.



IIPA in collaboration with the Cell organized a training programme few months after the establishment of the cell to create greater awareness about its scope of work amongst the district officials. This programme also helped in exposing these officials to various management techniques for scientific planning and implementation of projects.

Before discussing implications of some of the studies pursued by Cell, it would be worthwhile to mention some general issues about cell-district administration - State Government tie up.

Incidentally, this Cell had one of the most qualified complement of professionals amongst the project districts. This strength of the Cell enabled the professionals to develop effectively working relationship with the sectoral officials. This working relationship between the project professionals and sectoral officials was on the whole very cordial but two issues tended to cause minor difficulties - one was the amount of work the Cell should do purely on ad-hoc basis for state or district administration could never be easily spelt out or identified; second, the professionals also could not comprehend properly the pressures that usually work in the administrative system.

Apart from this, there was one more factor which caused some misunderstanding in the Cell - agency relationship. Rajasthan Government in the year 1979-80, set up District Planning Cells in twelve districts through a gazette notification. While in other districts, the appropriate staff was posted, Jodhpur Cell established by IIPA was considered sufficient for the purpose. At this time, formulation of block level Integrated Rural Development Plans and whole Village Development Plans was being given high priority. The IIPA Cell in the district felt aggrieved that while in other districts newly established cells took over the task of preparing these plans in Jodhpur, the burden was passed on to it while the other responsibilities remained. Irritations developed due to the dual assignments. In fact, conflicts grew stronger during the last leg of the project despite visits by coordinator and other professionals from the Central Cell. During one of such visits it was mentioned that Cell's job was not merely to prepare plan but help district officials in doing so.

As an illustration, a specific case may be pointed out. The DPAP Project Director wrote to IIPA seeking help of cell professionals for preparing block level credit plans. In a meeting of Project Economist, Credit Planning Officer of Agency, Cell Staff and professionals from Central Cell, the methodology for credit planning, data required, shortcomings in existing data etc. were discussed. The results of the meeting were later pursued with the project director who appreciated the methodological issues raised by the professionals from the Central Cell. He gave instructions to credit planning officer to get necessary credit and other details collected and develop a plan.

Later, it was learned that credit planning officer expressed his inability to get the necessary data collected as well as to develop the plan on the basis of existing data. Project Director also mentioned it explicitly that he had not really sought methodological support. He wanted the plan itself to be formulated by the Cell people. The assumption of the project staff was that their work was in strengthening local capability and this aim would not be fulfilled if they also prepared the credit plans themselves.

Ultimately, the plan had to be prepared by Cell's professionals - one of the last activities of the Cell before being wound up. Obviously such pressures affected to some extent the pursuit of one of the major objectives of the project that of developing guidelines/manuals etc. In fact this experience showed how one of the fears expressed during the earlier meetings of the project came true i.e., the Cell's professionals should not end up in the Project with spending majority of their time on doing odd jobs for the district administration. So much so, representatives from project sponsoring ministry in Central Government had clearly apprehended in the second inter-institutional meeting that with the availability of some professional support, District Authorities would be tempted to make excessive demands on them. However, the hope that this problem would be taken care of through central and state level monitoring of Cell's work was generally belied.

This apart, while the work of the Cell received very complimentary comments from Special Schemes organization at the State level and some of its recommendations were even accepted by the State Government and

district administration for actual implementation, the Cell could not be institutionalized. State Government recognized the need for having a Cell in the district and it accepted that work done by Cell was satisfactory but it found it difficult to absorb the Cell's professionals in their administrative system.

In such a situation the question is how does one measure the success of the Cell or the Project? We will like to elaborate here one of the studies done by the Cell which attracted major attention of the district officials and then come back to this question.

Due to extreme level of aridity in Jodhpur, soil erosion coupled with lack of pastures poses a serious problem before the development planners. The pressure for finding grazing lands has been increasing making the task of restoration of ecological balance extremely difficult for the DPAP Agency. In such a context, the 100 ha. sheep and pasture development plot scheme launched by State Government through the special directorate of sheep and wool development was picked up for intensive study by the Cell's professionals.

The scheme envisaged fencing of 100 hectare community land with the consent of village community. The land was to be fenced and developed into a pasture plot by the directorate. The sheep growers' cooperative societies were organized which were to be ultimately handed over the charge of the plots after three years. The membership was voluntary and could be obtained by depositing share capital in cash or kind. The latter implied giving a sheep as the initial capital to the society.

Cell undertook a detailed socio-economic appraisal of the Project. On the basis of feedback generated from the study, cell recommended certain mid-term corrections to the concerned sectoral officials as well as to district development agency.

Two major recommendations which were later accepted by State Government for implementation not only in Jodhpur but in other districts of the State as well were: one, the Project proposal for development of pasture on 2 ha. - Private land, and second, regarding organization of training and demonstration workshops for farmers at the successful pasture plots.

Although while accepting the recommendation, the State Government diluted the private pasture scheme so much that not much impact was anticipated by the Cell, still this acceptance proved some relevance of the Cell.

Later the Cell monitored the performance of the Project after some of the plots had been handed over to the society and suggested some action which generated lot of discussion in the district.

Some of the issues which cropped up from the preliminary study and were later confirmed from monitoring exercise were:

While a cooperative society included only a few farmers who were to share the income generated from pasture development, the land on which plot was developed belonged to the entire village community. The non-members complained that why should they not break open the fence and graze their animals also;

Some complained that the land which was taken over for pasture development was comparatively the better part of the total community land and was also near the village. Further the path to the remaining open lands was shorter via this developed land. After its closure the farmers had to take their sheep-cattle to far off land through a much longer route. Thus lot of tension was being built up in the village as a consequence of this development.

The interesting part of the study was that professionals in the cell did not recommend that the plot should be handed over to the people. They suggested that department should continue to take care of the plot.

This recommendation was not accepted by the department although the concerned sectoral official at district level also shared this view. However, this issue raised a question of vital importance and had very serious macro-level implications such as:

- i) whenever community assets are created say, purposely for small and marginal farmers, owing to the power structure in the society, it was expected that the better off farmers would resist the handing over of such assets to the hitherto unorganized weaker sections of community;
- ii) When ecological imbalance aggravates in arid regions the worse off sections of society, who have either no land or only little land with some animals, become more vulnerable than the rest. It is this section of society which was sought to be helped through the sheep and pasture societies. To avoid the conflicts, how much area could be so managed by the State?

There were some other technical implications also of the monitoring study done by Cell which raised questions about the Project design and organizational arrangements. Besides this, a study of Minor Irrigation was also pursued by the Cell. The factors affecting fuller use of ground water were analysed apart from the reasons that delayed the commissioning of tube-wells under different programmes viz., State and DPAP. Cell also developed block and village plans after exhaustive field surveys and resources analysis.

Some other projects developed by the Cell on "Per" plantation, Gobar Gas Plants, Silage storage, etc. received careful attention from the district officials.

#### RESEARCH STUDIES

1. Title: Resource-use - Efficiency of Ground Water Potential by Tube Irrigation in Jodhpur District. (pp.70)

Abstract: The study prepares data based on resource use pattern, crop pattern yield of crops, input use pattern, rate of return, elasticities of factor inputs. A benefit cost analysis was also done. The complicated nature of activities involved was shown. It also suggests a guideline for preparation of ground water irrigation project mainly viewing its impact on environment.

2. Title: Integrated Rural Development Programmes and assessing their financial implications.

Abstract: Given the IRDP objectives and programmes and assessing the financial implications it details bank-wise and programme-wise credit needs.

3. Title: Block level planning, Integrated Rural Development Programme, Phalodi Block, Jodhpur. (pp.309)

4. Title: Structure, Function and Economics of 100 hectare Pasture Plot in Village Bhawad, District Jodhpur, and its impact on village community. (pp.50)

Abstract: It describes the on-going project to be implemented by DPAP and shows that it is a sufficiently good investment. It derives important information from the people concerned and offers suggestions incorporating this data for better functioning of the Project in a Co-operative form.

5. Title: Pasture Development on Private Land. A Project for Implementation in Jodhpur District. (pp.28)

Abstract: It suggests that private investment for pasture development is not only profitable but develops the graded land as well.

6. Title: Sheep Pasture Development Project. Under DPAP in Jodhpur District. Monitoring and feed back for mid-term corrections.(pp.26)

Abstract: It describes the monitoring and feed back action taken after the implementation of the project.

7. Title: Rural Growth Centre Project, Balesar, Jodhpur (pp.90)

Abstract: On the basis of the idea of rural growth centres, it sets the programme for a Panchayat Samiti area and details the - financial implications for different sector programmes.

8. Title: Project for Installation of Gobar Gas Plant to meet energy Demands of Jodhpur. (pp. 11)
- Abstract: Assessing the scope of Gobar Gas Plant it proposes a project and deals with its economic viability.
9. Title: Project Formulation for the Development of Small and Marginal Farmers in the District. (pp.10)
- Abstract: It suggests a programme mix for small and marginal farmers and examines its economic viability.
10. Title: Blue Print for Development of Jodhpur District. (pp.12)
- Abstract: It suggests a set of programme priorities in a fifteen year perspective
11. Title: Samagra Gram Vikas Yojana, Village Jhak, Jodhpur (pp.99)
- Abstract: Keeping in view the development of a village in totality it suggests a set of programmes for the village along with financial implication.

#### TRAINING-CUM-SEMINARS

- \* Workshop on Project Formulation and Implementation was held at Jodhpur in May, 1978.
- \* Published a Monthly Newsletter - Plan News.



MAHENDRAGARH

The District Planning Cell at Mahendragarh was established by IIPA in March 1978 and was linked with Drought Prone Area Programme Agency. Administratively it functioned under the Project Director, DPAP. To review and direct its work, a District Level Steering Committee was established with the Deputy Commissioner as Chairman. Initially the Cell began its work with a Project Economist and it was hoped that two more specialists would join but this hope did not materialize. The Project Economist himself was located at IIPA and the Cell was manned by Research Assistants and some secretarial staff. The steering committee hardly ever met to discuss the Cell's working.

The distinctive features of the District were as following:

1.1	Population	7,34,143
1.2	Rural Population as percentage of total population	86.16
1.3	Urban Population as Percentage of total population.	13.84
1.4	Total workers as percentage of total population.	23.04
1.5	Agricultural labourers and cultivators as percentage of total workers	67.02
1.6	Other workers as percentage of total workers	32.97
1.7	Non-workers percentage of total population.	76.96
1.8	Population density	246 Sq.km
1.9	Literacy percentage	29.03
2.1	Number of villages	717
2.2	Number of towns	6

- 3.1 Area 2,97,676 ha
- 3.2 Net area sown 23%
- 3.3 Net irrigated area as percentage of net sown area. 19.4
- 3.4 Gross Irrigated area as percentage of total cropped area. 20.7
4. Rainfall 642.3mm
5. Soil: Major area is under desert soils. Most of the soils are light textured sand. Soils are low in nitrogen and phosphorus.
6. Climate: The range of temperature sometimes varies from little over 0Co to 44.9Co . No set pattern seen in the mean monthly temperature during the year.
7. Principal Crops
- |                   |                                  |        |
|-------------------|----------------------------------|--------|
| 1. Bajra          | 32.25 of the Gross cropped area. |        |
| 2. Barley         | 7.44%                            | - do - |
| 3. Wheat          | 9.92%                            | - do - |
| 4. Gram           | 32.34%                           | - do - |
| 5. Rape & Mustard | 4.16%                            | - do - |

One of the first studies that was undertaken was a socio-economic survey of small/marginal farmers and agricultural labourers in the district. The major purpose of the study was to develop a profile of those who are the beneficiaries of DPAP. Such data did not exist. Some more studies of implementation of specific schemes were also undertaken. However, they could not form a basis of meaningful interaction between the Cell and the district administration. One reason was that a senior level professional did not stay in the district and represented the Cell only on his periodic visits. Another reason was that the Project Director had all too frequent transfers. There were six transfers in course of the Project.

However, there was some response to two studies undertaken to apply network techniques in implementing dairy development projects. The district officials accepted the utility of the technique but they thought it could be put into practice only through state level intervention. For various reasons, though, efforts at establishing a forum to review and direct the work of the cell had not borne fruit.

### RESEARCH STUDIES

1. Title: Implementation of Minor Irrigation Scheme under DPAP.  
(A Study of Potentials and Problems). (pp.65)

Abstract: The study enquires into the factors behind the success and failure of the Scheme and also assesses its impact and suggests ways of further improvement. On the basis of 25 beneficiary sample households, the study found satisfactory level of implementation of the Scheme and also a considerable change in the economic position and practice of the beneficiaries.

2. Title: Cases in Project Implementation - Sheep Rearing. (pp.33)

Abstract: The study takes four cases of beneficiaries of sheep development programme and shows in detail the way the Programme worked in these cases. In the way it raises some crucial issues for project formulation and implementation and monitoring.

3. Title: Cases in Project Implementation - Artificial Insemination (Milch Cattle). (pp.38)

Abstract: These cases were undertaken with similar objectives as in the earlier study.

4. Title: Standard Implementation Plan for a Dairy Project (pp.15)

- Abstract: The study documents the experiences gained in the Implementation of the Dairy Project at Narnaul, Mahendragarh and tries to develop a standard master Network for engineering Dairy and Animal Husbandry activities with time and cost profile.
5. Title: Project Management with Network, Krishnavati Bund.
- Abstract: A Network chart was prepared for implementation for the on going project "Krishnavati Bund".
6. Title: Block Profile of Kania and Ateli, Mahendragarh. (pp.16)
- Abstract: Basic data were compiled for preparation of block level plan.
7. Title: A Socio-economic survey of Small/Marginal Farmers and Agricultural labourers. (pp.91)
- Abstract: Socio-economic position is shown for sample beneficiaries under DPAP. As impact of DPAP assistance it found significant enhancement of income. At the same time it shows that benefit of the programme went to a considerable extent to non-targetted group up to a considerable extent.
8. Title: Resource Data of District Mahendragarh.

#### TRAINING-CUM-SEMINARS

Special Training Programme on District Planning Application of Modern Managment Technique at Narnaul - February, 1979.

## PANCHMAHALS

The District Planning Cell at Panchmahals was guided in its professional work by the Sardar Patel Institute of Economic and Social Research at Ahmedabad. A Co-ordinator who was an economist by training was appointed at the Institute to look after the work of the Cell exclusively. He also provided the link with IIPA. The Cell started functioning in March 1973.

The State Government issued an official order terming the Cell as 'Central Sector Project District Planning Cell' and established a coordinating Committee headed by the Chief Secretary to monitor its activities. The interest taken by the State Government was an important factor in legitimizing the activities of the Cell at the District level. Initially, the Cell began its work in close collaboration with the Drought Prone Area Programme Agency and the District Development office took only a casual interest in its functioning. The general impression among the district officials about the Cell was that it was an Agency which would formulate projects/schemes and get them approved by the State Government quickly. Such an inadequate view coupled with efforts of the Cell to gain functional autonomy and the State Government's intention to monitor its activities created some distance between the Cell and the District administration from the beginning.

The distinctive features of the District are presented below:

1.1	Population	18,48,804
1.2	Rural Population as percentage of total population.	88.79%
1.3	Urban Population as Percentage of total population.	11.21%
1.4	Total workers as percentage of total population.	36.69%
1.5	Agricultural Labourers as percentage of total workers.	7.7%

- |      |   |   |
|------|---|---|
| 1.6  | Cultivators as percentage of total workers.   | 79.80%                                  |
| 1.7  | Other workers as percentage of total workers  | 12.42%                                  |
| 1.8  | Non-workers as percentage of total population.  | 63.3%                                   |
| 1.9  | Population Density  | 209 Sq.Km.                              |
| 1.10 | Literacy Percentage   | 24 %                                    |
| 2.1  | Number of villages  | 1903                                    |
| 2.2  | Number of towns   | 9                                       |
| 2.3  | Number of households  | 3,08,311                                |
| 3.1  | Area  | 8,866 Sq.Km.                            |
| 3.2  | Net area sown   | 53.39%                                  |
|      |   | (Percentage to total geographical area) |
| 3.3  | Total cropped area  | 61.42%                                  |
|      |   | (Percentage to total geographical area) |
| 3.4  | Net irrigated area percentage of net sown area.   | 3.51%                                   |
| 4.   | Rainfall per year (average)   | 842.9mm                                 |
| 5.   | <u>Soil:</u> Soil of the northern and eastern regions of the district is shallow rocky and black in texture. The soil of the remaining portion is plain and fertile alluvian. |   |
| 6.   | <u>Principal Crops</u>  |   |
|      | Rice  |   |
|      | Wheat   |   |
|      | Bajra   |   |

Maize  
Gram  
Groundnut  
Cotton

The first study undertaken by the Cell was in the area of Minor Irrigation. The choice was made on the basis of financial predominance of minor irrigation in the district budget. From the preliminary analysis that the Cell undertook, it was realized that there were several technical issues which required the help of a suitably trained personnel in the Cell. Consequently, an engineer was recruited in the Cell. Thus, the Cell began with a Project Economist and a technical consultant as its professional staff.

### Studies in Irrigation Sector

Two studies dealing with project implementation and techno-economic analysis were undertaken in this sector. The study on the implementation of Chalvad Minor Irrigation Tank Project revealed that it took more than 140 weeks for the proposal to get technical sanction after it was submitted by the Deputy Engineer to the Executive Engineer and more than 155 remarks were raised at different offices. Several issues regarding the quality of Project report and rationality of remarks being appended after the submission of report were raised. Another study of minor irrigation tank pointed out the incongruence between the requirements of the command area and the cropping pattern. The issue of effective linkage between agriculture and irrigation departments was raised.

The gaps identified from preliminary study of the Agriculture Demonstration Plots by the Cell led to the formulation of revised project. After discussing this proposal with the District Development Officer and Taluk Officer the Cell proposed to monitor the implementation of this project. When results of the plots were available, the Cell realised that its monitoring system itself was defective. Some of the stages which were crucial for the success of the plots neither received attention from the extension officials nor from



the Cell. Thus Cell further redesigned the interventions and formulated draft guidelines along with the criteria that could be used for monitoring.

An important lesson of this case was that monitoring of any project through only implementation officials would not fully reveal the insights that could be collected from the ultimate beneficiaries or the people who are affected by the Project.

#### Introducing a New Project at District Level - Sericulture

In this case, Cell through intensive analysis of district resources, climatic and other conditions identified the possibility of an innovative economic activity which hitherto had never been tried in the district. The Cell felt that sericulture could be taken up readily in the tribal region where response to other developmental interventions had been dismal probably because of their unsuitability to the tribal culture.

Cell prepared an ecological profile of the regions where sericulture could succeed. It sought reactions from Central Silk Board (CSB) which responded by asking for more data. Further details were furnished and later a senior official visited the district to personally identify the scope of starting sericulture. District Agricultural Officer, Dy. Director from CSP visited three talukas where the scope existed, studied soil, water, vegetations and other conditions. Discussions were held with District Development Officer. Some more data were collected and later Deputy Director (SCP) sent a feasibility report to Director, Special Programmes, Agriculture, Forest and Cooperation at Gujarat Government level. The proposal was made that Gujarat Government should include sericulture in its plan budget so that it could receive adequate institutional support.

Even after lot of correspondence between State Government and CSP, the programme could not get started. The CSB suggested that cell could get the activity started at experimental level so that support from State Government could be sought later.

Cell prepared a proposal and requested Link Institute at Ahmedabad to pursue it at State level. The response of State Government was discouraging.

However, at this stage, Cell presented the proposal to Zilla Parishad Chairman who after studying it readily agreed to incorporate it in the Panchayat Budget.

Once the proposal was accepted, it was to be implemented. Cell pursued the matter with District Agricultural Officer (DAO) who felt silk production was not his concern; it concerned the industry department. Nevertheless, D.D.O. asked Assistant Agricultural Officer to comment on the Project.

The matter was getting delayed. Cell on its own collected applications from farmers, and also tried to identify the experts within the State. But the journey from 'idea' to 'action' was not completed during the course of the Project.

#### Micro-level Planning Exercises:

(Village Plans, Block Level Planning, Planning for DPAP, etc.)

The Cell was asked to prepare following plans by district administration or State Government as part of overall governmental programme planning:

- (a) Abhinar Gram Nirmal Plan for i) Palikhanda, ii) Rampura, iii) Kanetia;
- (b) IRD Block Plan for Sehora Taluk;
- (c) Full Employment Plan for Jambughoda Block;
- (d) The DPAP Plan for Panchmahals.

In addition to above, link Institute had been asked to prepare a plan for Sayala Block in another district of Gujarat. The methodology developed there was improved while being applied to Panchmahals district.

These exercises were characteristically different from the rest of the efforts made by the Cell in the sense that they were essentially Project Planning at block level for a spatial unit such as village or block. Keeping in view the limitation of sectoral planning system, the plans developed by the cell were in effect translation of state level guidelines into sectoral and schematic outlays, albeit on the basis of some 'rational' criterion which were not explicitly provided in the guidelines. The effort was to suggest methodological alternatives for better planning. While usual problems regarding availability of proper, reliable data and in time series etc. were faced, it was realized that within these given constraints, whatever methodology was developed had to be workable. The attention on basic structural issues regarding data, their source, quality, frequency etc. were not looked at although a data bank was indeed developed by Cell to overcome some of these problems to a limited extent. The Newsletter (Planogram) that the Cell brought out, was used to raise consciousness amongst the district officials about the nature of data and analysis.

Specific methodology which emerged during the preparation of DPAP plan was to take watersheds as the basis of planning rather than either Taluka or block.

Within each watershed, 'logical combination and sequencing' of various activities was possible depending upon resource endowment was also detailed in the Plan. The sectoral integration at horizontal level into specific spatial units was attempted in the plan, but it evoked different responses from different sectoral officials and the agency.

For instance, soil conservation department raised objections for accepting the prioritization of watersheds for developmental works as suggested in the Cell's plan. It was not because department had objections to methodology but because its ongoing programmes in some watersheds (which according to criterion developed by Cell were non-priority) could not be stopped. When this matter was taken up at the state level, the decision was taken that to make use of infrastructure already created, ongoing works would be continued: however, in future

the priority of watersheds as suggested by the Cell may be taken up for intensive development.

Another issue which emerged through studies was, that Planning for the block was not the same as planning at block level. Former was found difficult and latter ridden with too many constraints. It was felt that horizontal linkages intersectorally would not probably be formed or get strengthened unless vertical linkages were loosened. Certain other studies in the project also found that much wanted coordination at district level was not merely a control activity as it was often interpreted by the Collector, but it related to the realm of communication, decentralization and the extent of monitoring of linkages and their effects rather than sectoral achievement.

A question was raised, whether these various issues of administrative structures constraining scientific planning, should be taken as given, while formulating the plan or bringing about a change in them was also a planning function? This question as said earlier reverberated throughout this action research project leading to repeated realization that prior to changes at district level certain changes were required at state level.

Cell also realized that the network of Commercial Banks and other credit supplying agencies was extremely weak in the regions where the need for credit was maximum. The need for establishing criteria for identification of target group as discussed in detail elsewhere, was also felt necessary.

Cell also raised some more issues which concerned the very gamut of decentralized participatory planning process. Cell felt that current efforts to decentralize planning may lead to unintended results, e.g., in case of welfare centres for children and women belonging to weaker sections, there was clear instance of disinterestedness on the part of gram Panchayats. Question was, whether Gram Panchayats would represent the interests of weaker sections. In Gosal Village, in Sayal Block, a road intended to connect the houses of weaker section with market was not allowed to be constructed because of the opposition from dominant sections.

Likewise, in a Taluka Plan, Cell proposed activities in concentrated fashion in most backward cluster of villages while Taluka Panchayat still wanted the plans to be implemented in scattered fashion as was hitherto done. It was felt that there was a dichotomy here between what 'Government' wanted at higher level and what 'local government wanted at micro-level.

### RESEARCH STUDIES

1. Title: The Summer Groundnut - A Revolution in Panchmahals. (pp.11)  
 Abstract: It describes the programme along with the story how it was started and shows its profitability.
2. Title: Social Benefit Cost Ratio - A Case for Improvement in Computations. (pp.13)  
 Abstract: Under certain assumptions it tries to develop an alternative calculation.
3. Title: Minor Irrigation Tank, Techno-economic Analysis - A Case for Improvement. (pp.21)
4. Title: Project Implementation - A Case for Improvement. (pp.88)  
 Abstract: It identifies that in implementing M.I. Tank schemes maximum time is taken in between identification and ultimate sanction of the Project. Inefficiency and negligence at executive level were the factors that were identified.
5. Title: A Preliminary Study of Some of the Existing Projects in District Panchmahals. (pp.89)  
 Abstract: This is a collection of reports. First one, gives some basic information about the district. Second one is 'a case study of agriculture Demonstration Plots'. It describes the project in detail. It also describes the farmers view that they remain completely ignorant about the proper objective of the

programme. Another hinderance is that farmers lack the facilities which farms enjoy in demonstration. Besides that, inequality of supplying link is also identified as major hinderance. Similar findings are presented in 'Planning and Implementation of Grass Plots' and 'Planning and Implementation of Mobile Unit Scheme'. These reports give the details of the Projects and show that desirable impact was not reached.

6. Title: Intervention at Project Level - An Exeprience of Cell in Reviewing, Formulating and Monitoring of Agricultural Demonstration Plots. (pp.19)  
 Abstract: Given the impact of the scheme it finds that negligence on the part of V.L.Ws and ignorance of the farmers are the reasons behind poor performance. It suggests that selection should be more careful and execution to be more watchful.
7. Title: Linkheda Area Profile. (pp. 124)  
 Abstract: Data base of the area.
8. Title: Block Level Planning. (pp. 30)  
 Abstract: Given the emphasis of block level planning it describes the method followed in Gujarat. It opines that failure in this context is due to the absence of required expertise at lower level.
9. Title: An Approach Plan for Intensive and Integrated Rural Development for Shehera Taluka. (pp.48)  
 Abstract: It describes the profile of the Taluka and ongoing programmes for development.
10. Title: Identifying the need of a Pasture Management Specialist.  
 Abstract: Fodder Production is far behind the requirement. So fodder cultivation should be introduced in the government land and management specialist is required for that.

11. Title: Financing the Summer Groundnut in Panchmahals District. (pp.11)
- Abstract: Showing its profitability, the programme is suggested as a case for financing by government.
12. Title: Dry land Agriculture Diagnosis and Prescription. (pp.26)
- Abstract: With the case of a tribal village it finds out the gap between intended policy and actual implementation. It comes out with the suggestion for planning on the basis of spatial and communal homogeneity.
13. Title: Project Plan for Agricultural Demonstration Plots for Summer Groundnut in Dohad and Lunawada Talukas. (pp.14)
14. Title: Project Formulation, Appraisal & Implementation of Minor Irrigation Tanks - A Case Study of Chalvad M.I. Tank. (pp.22)
- Abstract: It details the work process and finds out their limitations in practice.
15. Title: Area Profile of Devgad Baria Panchmahals. (pp.135)
16. Title: Planning for Special Programmes at District Level - An Exercise in DPAP Planning, Panchmahals. (pp.115)
- Abstract: Resource base is defined and given the DPAP objectives on co-ordination and integration is presented a set of programmes with emphasis on. In the process the study identifies the data gaps.

#### TRAINING-CUM-SEMINAR

- . A Course on Project Formulation - February 10-13, 1978.

#### NEWSLETTER

- . Planogram - A fortnightly circulated largely among the District Officials in Panchmahals.



KURNOOL

The district Planning Cell at Kurnool was linked to and guided in its professional work by the National Institute of Rural Development, Hyderabad. A Co-ordinator with extension background looked after the work of the Cell. At various times, he was assisted in his work by members of faculty trained in area planning and financial management.

The Cell, established in February 1978, was manned by four professionals specializing in statistics, management, economics, transfer of dryland and technology, watershed, management and area planning. In order to draw upon local expertise at the district level, a reader in economics from a local post-graduate college was associated in the preparation of the District Plan.

The distinctive features of the district are presented below:

1.1	Population	19,82,090
1.2	Rural population as percentage of total population.	79.70
1.3	Urban population as percentage of total population.	20.30
1.4	Total workers as percentage of total population.	42.6
1.5	Agricultural labourers as percentage of total work force.	47.8
1.6	Cultivators as percentage of total workers.	26.8
1.7	Others percentage of total workers.	25.4
1.8	Non-workers	57.4
1.9	Population Density	105 Sq.Km.
1.10	Literacy percentage	23.6



2.1	Number of villages	918
2.2	Number of towns	10
2.3	Number of households	3,61,909
3.1	Area	18,799 Sq.Km.
3.2	Net sown area (percentage to total - geographical area)	54.41
3.3	Total cropped area (percentage to total - geographical area)	58.48
3.4	Net irrigated area as percentage of net sown area.	11.05
3.5	Gross irrigated area as percentage of total cropped area	13.9
4.1	Rainfall	622.3 mm
5.1	Soils	66% black soil
6.1	<u>Principal Crops</u>	
	Jowar	30.6 % of the cropped area
	Groundnut	18.67% of the cropped area
	Paddy	9.97% of the cropped area
	Cotton	6.37% of the cropped area

#### Findings and Implications of Some of the major Studies

1. Distribution of Milch Animal Units: Implementation Plan: This Project was already designed and District Collector was requested by State Government to select blocks and identify beneficiaries for the Project. Cell wanted to find out on the basis of the B/C ratio, whether graded murrah buffalo or crossbreed cow was the better alternative. Further an action plan for implementation was also sought to be

developed. An interesting feature of this study was that while selection of beneficiaries was to be done by the Block Development Officer, surprise random checks were to be made by the Cell professionals to ensure that the guidelines were being followed. This kind of a role for the Cell staff was not envisaged in the Project. An important implication of acceptance of this role was that at the very beginning cell was perceived to be some sort of 'superior' agency that was established to oversee the activities of the District Officials. Acceptance of such a role also influenced to a great extent the relationship between the Cell and the DPAP Agency.

The monitoring system developed by the Cell for ensuring timely completion of the Project included breaking up of macro objectives into micro working objectives, identifying the types of information needed to ensure that the objectives were being achieved along with identification of the source and periodicity of information. Impact indicators were also developed to evaluate the Project while it was still in progress.

Network technique was sought to be used for ensuring smooth flow of the Project progress. However while reviewing the Project, it was found that networks did not work in this case. Problems of credit and lack of supervision were cited as reasons for the non-performance of network. Though there were difficulties in using the network techniques, what the Cell demonstrated was the fact that systematic methods to monitor and evaluate such projects could be evolved.

## 2. Execution of 1500 Community Irrigation Wells:

The Scheme was implemented in the district under the Food for Work Programme.

The distinctive feature of the Project was that the District Collector used the feedback provided by the Cell staff and the Block Development Officers to redesign the Project as it went along. When the network charts did not work they were updated and revised.

The monitoring of this project also generated insights about the importance of seasonality in planning and implementing projects. For

instance, the Cell reported to the Collector that implementing officials were allocating food meant to pay for wages of the labourers in different works indiscriminately. The construction of well or road or irrigation well was being given equal importance despite the fact that the wells were required to be completed before monsoon failing which, the entire labour might go waste in many cases. The Collector issued instructions for prioritizing the well construction works by stopping all other works even if that became necessary, to cope up with the seasonality constraint.

In that sense, the Cell provided a quick feedback which generated capability in the Agency to redesign implementation.

### 3. Sunkenswari Anicut:

This project formulated in 1971 and implemented only four years later was taken up for study by the Cell to analyse the problems that affected fuller utilization of irrigation potential. For instance, their study pointed out several usual problems like lack of on-farm developmental work, field channel etc. However, the most important issue raised by the study was - whether paddy, high-water requiring crop should be encouraged in the Command Area of such projects in drought prone regions.

This issue has relevance beyond the confines of planning at district level only. Question arises, whether in Drought Prone regions, the irrigation policy should concentrate on irrigating small stretches optimally (to boost production and meet growth objectives) or aim at providing life saving irrigation for atleast one crop to maximum possible farmers (i.e., redistributive objective). This will have implications for irrigation and several other socio-economic institutions in drought prone regions.

4. Study of Saddalanenganna Tank was aimed at identifying the reasons responsible for a delay of more than 17 years in formulating this Project (1961) and in starting its implementation (1978). The findings coupled with an action plan developed by Cell was discussed with Joint Director, Agriculture for necessary follow-up action.

##### 5. Transfer of Dryland Technology to Farmers:

This was one of the important studies of the Cell. Effort was made to estimate the level of technology for Dryland farming available at research station, to compare it with the level of technology available at farmers' fields, to identify the bottlenecks in the extension machinery and its working, and in turn design some action programme for dealing with various problems encountered.

Scientists were invited to visit a particularly backward block of the district to see for themselves the type of problems existing in the field. Dialogue between farmers and scientists was followed by the visits of some farmers to the research stations. Use of some of the improved practices so learned by farmers was further monitored at the field level.

The results of this study were later incorporated into a manual on Technology Transfer for Dry Farming. This was also discussed with officials at state and district level.

Besides numerous studies and planning exercises, Cell also pursued the task of skill building in sectoral officials through workshops and action seminars. One of such seminars was organized in January-February 1980. In these seminars the objective was to provide an environment at the district level in which different sectoral officials might reflect on their experiences sharpen their insights for better project planning and implementation. Hope was that after some sort of brain storming sessions, the officials would divide into small groups to develop specific project reports along with implementation plans for the activities that they really proposed in field. In that sense, the effort was to institutionalize some of the management interventions in the line departments with the help of experience gained through studies done by the Cell earlier.

For instance, a group deliberated on developing a monitoring system for inland fish culture. A fish farmers' Development Agency was set up in the district as per state government's instructions headed by District Collector. The individual fish farmers, members of a

cooperative society availed a loan for reclaiming ponds for fish culture and augmented the work through wage labour provided by the beneficiaries themselves. The officials evaluated the progress of the Project, identified gaps, replanned the schedule of activities.

Likewise, a sub-group on animal husbandry developed an action plan for poultry farming in the district. Several other sub-groups prepared reports on various sectoral projects. The important outcome of this action seminar was not the reports that came out but creation of a consciousness amongst the sectoral officials about an inter-sectoral thinking and perspective for planning projects in a systematic way.

The manuals developed by the Cell and the link institute collectively are being pursued with the State Government. One of the important objectives of testing manuals at the inter-district level within the project districts has not been met. Thus it is difficult at this stage to estimate the extent to which these manuals can be generalized; however, still it would be worthwhile to watch their progress at the state level also.

#### RESEARCH STUDIES

1. Title: Distribution of Milch Animals under DPAP. An Analysis of Process and Impact. (pp.98)

Abstract: It shows the lack of comprehensiveness in formulating the programme. The main governing factor being the availability of funds, little economic analysis and spatial distribution planning was done which resulted in arbitrariness. No monitoring and implementation plan was also considered. It studies the impact of the programme on a sample of 100 beneficiaries and found the overwhelming popularity of the programme. It also suggests some improvement over the present practice in the form of integrating it with other related programme and emphasises on the programme of fodder development and distribution of exotic breeds.

2. Title: Plan for Development of Sericulture in Kurnool District. (pp.197)

Abstract: Given the employment generating potentiality of Sericulture it suggests a comprehensive programme for sericulture development in the district showing the economic viability and implementation details.

3. Title: Action Seminar on Monitoring and Evaluation.

Abstract: With the case of a minor irrigation project it elaborates the method of implementation and monitoring and finds out gaps causing movement away from objectives.

4. Title: Drought Prone Areas Programme Master Plan, Fifth Five Year Plan.

Abstract: It is the sector-wise list of programmes to be undertaken by DPAP, Kurnool.

5. Title: Distribution of Five Milch Animal Units under Special Employment Schemes. (pp.43)

Abstract: It gives a detailed implementation plan of the programme and examines its economic viability.

6. Title: Guidelines for Formulation and Implementation Planning of Distribution of Milch Animal Units to Weaker Sections. (pp.84)

Abstract: Considering the constraints on the part of the weaker sections it shows the relevance of the programme along with an implementation plan.

7. Title: Guidelines for Formulation and Implementation Planning of Integrated Minor Irrigation Projects (Tanks). (pp.162)

Abstract: It sets a guideline with every detail for formulation and implementation of minor irrigation project.



8. Title: Guidelines for Formulation and Implementation Planning of Sericulture Development Projects. (pp.99)
9. Title: A manual for Formulation and Implementation of Block Plan. (pp.305)
10. Title: Guidelines for Formulation and Implementation Planning of Community Irrigation Well Projects for Weaker Section. (pp.99)
11. Title: Execution of 1500 Community Irrigation Wells, Project Appraisal and Implementation Plan. (p.86)
- Abstract: A detailed description of the programme.
12. Title: Saddalavenganna Tank - A Case Study of a Minor Irrigation project. (pp.197)
- Abstract: Given the delay in execution and non-achievement of the objectives, the study reconsiders the whole aspect of formulation and implementation of the scheme and brings forth gaps in the formulation and implementation of the Plan.
13. Title: Sunkeswari Anicut - A Case Study of a Minor Irrigation Project. (pp.109)
- Abstract: It is a similar study as the one above.
14. Title: Guidelines for Formulation of Planning of Sheep Units Distribution Projects of Weaker Sections. (pp.102)

#### TRAINING-CUM-SEMINAR

1. Training of Agriculture Extension Officials and farmers on Approved Dryland Agricultural Practices conducted at Anantapur in May 1979.
2. Training of officials of Community Development Blocks on content and Operational Details on IRD.
3. Four Training Programmes of one-day duration for Field Officers.
4. An action Seminar on Implementation, Planning, Monitoring and Education in January-February, 1980.

## RAMANATHAPURAM

Out of the six project districts, Ramanathapuram in Tamil Nadu has one of the most distinctive physiographic and climatic conditions. The district is situated on the eastern coast of Tamil Nadu and has the longest coast line in the State (265 Km). The eastern part of the district includes sandy coastal tract. Vokkal river bed has laterite tract. The western part on the other hand is characterized by black soils interspersed with mud loam soils.

The distinctive features of the District are presented below:

Area	12,50,282 ha.
Net Area sown	66.98%
Area Irrigated	20.46%
Land under non-agricultural use.	27.14%

### Soils

Eastern Part is sandy and coastal tract  
Western Part black.

### Principal Crops

Paddy	20%
Cumbi	3%
Ragi	2.32%
Cotton	5.04%

The Cell started functioning very late in this district. The finalization of Link Institute itself took quite some time and later identification of appropriate professionals to man the Cell was not very easy. The Cell known as District Planning Agency could be thus established by June 1979 and so continue till March 1982. It was linked to Institute of Financial Management and Research, Madras.



Unlike other cells where professionals who manned the Cell were drawn from generally academic background, here services of a working professional from the DPAP Agency were loaned to the Cell. Many studies in the district have been pursued by the consultants and professionals at the link institute level. This experiment is also giving an opportunity to the link institute to develop greater professional capability in rural development research through their short diagnostic and action oriented research exercises.

The Cell was launched in the real sense when a training programme was organised in the district with the help of State Government and IIPA. Soon after this, two major tasks lay ahead the Agency. One was, to understand and help in monitoring a prestigious programme of State Government viz., hundred tube-well programme and second, the evaluation of the plan for DPAP for 1980-81.

In the case of 100-Tube Well Scheme, with the help of an engineering consultant, an implementation schedule was drawn up for the 100 tube-well scheme. The consultant at link Institute periodically visited the district to help the implementing officials in making mid-term corrections. At the end of the Project, a review through a workshop was undertaken. This way it was hoped, skill building exercise would lead to development of guidelines for later use in the district.

While Cell could provide only a limited help in DPAP plan formulation for 1980-81 the administration expected involvement of Cell right from the initial stages of next plan formulation.

Certain other studies undertaken by Cell/Link Institute include impact of planned expenditure in the district, monitoring of certain ongoing programmes like 1000-acres demonstration plots, key village scheme, credit flow from DPAP Scheme etc. Link Institute has also contracted certain studies to regional institutes where expertise for such studies exist e.g., a fisheries study has been entrusted to Kamaraj University, Madurai. A scheme for desiltation of large number of tanks lying in bad condition in the district was also planned.

Cell has been making efforts to get schemes like palmyrah tapping and fisheries included under DPAP assistance programme. The efforts met with no success despite repeated requests from the district and state administration to the Central DPAP division. The latter's contention was that these schemes are covered under other programmes like IRDP while district authorities feel that these programmes should form the major thrust of DPAP - an area oriented development approach - itself. The question is then raised, whether the DPAP package should be same for as varying conditions of drought proneness as Jodhpur, Purulia and Ramanathapuram. Majority of the poor people of the district consider the above mentioned activities as of major consequence for the development and yet these activities cannot be included in DPAP.

### RESEARCH STUDIES

1. Title: Credit Flow for Development Works in Ramanathapuram District: An Appraisal. (pp.35)

Abstract: Given the programmes of DPAP and IRDP and their financial implications, it estimates the credit needs for the district and investigates the functioning of banks.

2. Title: An Evaluation of the Key Village Scheme of the Animal Husbandry Department. (pp.50)

Abstract: The study concentrates on Artificial insemination programme and finds out that intended result was not achieved, some technical and administrative reasons were identified. Corrective measures were also suggested.

3. Title: An Approach to Annual Plan Preparation.

4. Title: Monitoring of the 100-Tube Wells Scheme through PERT.

5. Title: Summary of Findings of the Evaluation of Planned Expenditure in Ramanathapuram District.

6. Title: Farm Structures in Ramanathapuram District.

## TRAINING-CUM-SEMINAR

- . A three-day Orientation Programme for District Officials was organised in September 1979, with the help of Nodal Institute (IIPA)

## PURULIA

The sixth district in the Project was Purulia in West Bengal. The work in this district was not financed through the Ford Foundation but directly through Government of India. Due to various reasons, the work in the Cell began only around 1979. Before that some spadework had been initiated by locating a single professional in the district. When the work of the Cell formally began this person left and one professional trained in economics was recruited. From July 1980, Cell was linked with Calcutta University where a professional who earlier was a member of the IIPA faculty had joined.

The Cell in the district was located in the DPAP Agency with the Project Director as the Administrative head. The Zilla Parishad with an elected head wanted the Cell to help it in its developmental functions. This desire was particularly strong when Food For work Programme was in operation and the elected bodies were made responsible for its implementation. Some tensions were generated over the issue and the Cell spent lot of efforts in placating the Zilla Parishad for very often it found that its work was hampered without the cooperation of the Zilla Parishad. The elected representatives participated in many of the Cell's training seminars.

The distinctive features of the district are presented below:

1.1	Population	16,02,875
1.2	Rural population as percentage of total population.	91.74%
1.3	Urban population as percentage of total population.	8.26%

- |      |  |             |
|------|--|-------------|
| 1.4  | Total workers as percentage of total population.   | 31.10%      |
| 1.5  | Agricultural labourers as percentage of total workers.   | 33.72%      |
| 1.6  | Cultivators as percentage of total workers.  | 44.91%      |
| 1.7  | Other workers as percentage of total workers.  | 44.91%      |
| 1.8  | Non-workers as percentage of total population  | 68.90%      |
| 1.9  | Population Density   | 256 Sq.Km   |
| 1.10 | Literacy percentage  | 21.5%       |
| 2.1  | Number of villages   | 2687        |
| 2.2  | Number of households   | 2,85,250    |
| 2.3  | Number of towns  | 7           |
| 3.1  | Area   | 6,259 Sq.Km |
| 3.2  | Total cropped area   | 64.4%       |
| 3.3  | Irrigated area as percentage of total cropped area   | 14%         |
| 4.   | Rainfall (last ten years' average)   | 1507.2 mm   |
| 5.   | <u>Soil:</u> The soils are in general acidic in nature and are poor in Nitrogen and Potash. The district mainly belongs to the lateritic zone. |             |
| 6.   | <u>Climate:</u> Mean maximum temperature is 32oC and the minimum temperature of the district is 20oC.  |             |
| 7.   | <u>Principal Crops</u>   |             |
|      | Area under paddy as percentage of total cultivated area  | 93%         |

The Cell initiated its work by collating and analysing resource data for the District that had been gathered by several other agencies implementing developmental schemes in the district. This helped it to identify crucial sectors/schemes being implemented by the DPAP. A detailed study of the decision-making processes involved in implementing dug-well scheme was undertaken. To a great extent this study legitimized the existence of the Cell within the district administration. Many more case studies of projects being implemented were undertaken.

However, the Government of India's DPAP division exerted considerable pressure on the Cell to formulate schemes so that financial allocations could be utilized. Its perception of the Cell was that the professionals could fill in the gap of writing up schemes and achieving financial targets. The view of the Cell in this context, was that the Cell being staffed with an economist could not decide what measures should be taken for soil-conservation, dryland farming etc. The Cell, as an answer to this, took a study analysing the achievements of DPAP. The study showed that funds were released for specific schemes and unutilised fund meant non-execution of the existing schemes. The study identified several factors behind non-execution of schemes and showed that the gap remained in the scheme itself. Thus it was not a question of preparing more and more schemes. The casual method of formulating a scheme was shown as the cause that led to the non-execution of the scheme. In the district and state level the study created an impact and virtually established the credibility of the Cell as an institution at district level. The then Secretary, Agriculture, Government of West Bengal suggested a seminar involving all departments concerned with rural development, to discuss the findings of this study. However, at the central level, the financing authority of the Cell, it could not gain any attention. As an effort at adjustment, the Cell also prepared some project proposals which were accepted by the district authority and are presently under execution. However, the Cell faced summary termination before completing the full term. The State Government however, found its potentiality and agreed to continue it for the financial year ending 1982. The above mentioned view developed by the

Cell was further established in several studies on different ongoing projects. A study on poultry bird distribution scheme deduced some crucial conditions for logical viability of the scheme which witnessed a massive failure. Similar were the findings of a critical analysis of the dugwell scheme which showed how the whole subsidy and credit advantage virtually became disadvantage to the targeted group as a result of inconsistent behaviour of revenue and seasonal cash flows. These two, along with other studies of schemes indicate how an enterprise whose viability has been worked out in isolation of the context of farmers has ingrained possibilities of failure.

Some of the studies that deserve special mention may be briefly discussed here. The study on poultry bird distribution revealed that seasonality of cash flow did not match with either the timings of bird supply or with the repayment schedule.

Another study on dug-well highlighted the problems of coordination in the supply of essential materials for the construction of the well. For example, some farmers having dug the well did not get the material before the rains and thus suffered. In the case of bore wells, absence of any nursing finance or rehabilitative finance worsened the conditions of many farmers. Another study on cattle relief centre brought out the way farmers response to an intervention needed to be taken into account while designing not project in rural areas.



RESEARCH STUDIES

1. Title: New Dimension in Afforestation Programme - A Study on 'Social Forestry', Purulia. (pp.23)

Abstract: Programme of Social Forestry achieved a remarkable success in the district. The study shows that incorporation of regional economic and sociological parameters in the programme led the way to success.

2. Title: Performance of DPAP, Purulia: An Analysis of the Gap between Target and Achievements. (pp.30)

Abstract: Financial target could not be achieved. Spill over of balance accumulated over the years. The study identifies factors leading to this accumulation and examines the contribution of different factors to the gap.

3. Title: Major Programme Minor Impact: A Study on Dugwell Irrigation under DPAP, Purulia. (pp.39)

Abstract: It thoroughly examines the formulated Project to conclude that intended benefit could not be derived from it from logical point of view. It empirically verifies the results.

4. Title: Execution of Ram Distribution: A Programme for upgrading Local Stock of Sheep. (pp.7)

Abstract: It sets some criteria and identifies villages to be served by the Programme on that basis.

5. Title: Different Faces of the Problem of Rural Credit: A note. (pp.16)

Abstract: Non-repayment of rural credit raised suspicion about the viability of the rural credit programme. The paper shows that even considering the programme for which credit was extended as highly profitable, the over simplified process of implementation of the credit programme might cause non-repayment.

6. Title: Emergence of a Transplanted Economy, Purulia: A Historical Note! (pp.10)
- Abstract: Related the present shape of the economy of the district with some historical evidence. It asserts that the economy could not develop on its own resource base.
7. Title: Profile of Agricultural Economy: Purulia. (pp.49)
- Abstract: Data base of the economy of the district describing present condition.
8. Title: Soil conservation: How Not to Plan. (pp.34)
- Abstract: From Visualisation to implementation of soil conservation is observed by the study to identify how at every level of decision making complete arbitrariness prevailed leading to gross failure of all soil conservation programme.
9. Title: Schemes Operating in the District. (pp.23)
- Abstract: An inventory of the on-going programmes.
10. Title: Problems of Forest Management in the District of Purulia. (pp.20)
- Abstract: Tracing back the reasons behind denudation of forest, it describes the present organization for managing forests.
11. Title: Development Organizations in Purulia. (pp.18)
- Abstract: It describes the horizontal and vertical structure of the Development Organisations in the district.
12. Title: Administrative Structure of Purulia District. (pp.10)
- Abstract: It describes different types of administrative Processes in the District.



13. Title: A Project Proposal for Pasture Land Development for Sheep Rearing under DPAP, Purulia. (pp.17)
- Abstract: It examines the feasibility and formulates a Project for execution.
14. Title: Problems of Pasture Management. (pp.16)
- Abstract: Identifying the Problem it proposes to deliver the responsibility to a village level committee.
15. Title: Problem of Sugarcane Cultivation, Sirkabad, Purulia. (pp.9)
- Abstract: It identifies the problems faced by the sugarcane growers and suggests some programmes.
16. Title: Why there should not be a Sugar Plant in Sirkabad, Purulia - An Economic Analysis. (pp.23)
- Abstract: A sugar plant was a long standing proposal. The study re-examines the proposal from the sugarcane producers' point of view and shows that it could cause some undesirable impact if implemented.
17. Title: Performance of the Cattle relief Centre - An Economic Analysis. (pp.17)
- Abstract: It analyses the performance and shows that indifferent performance of the Programme was inherent in the arbitrariness of the decision-making procedure.
18. Title: An Approach to the Development of Sheep Rearing under DPAP, Purulia. (pp.13)
- Abstract: Understanding the problem of sheep rearing it sets an outline for its development.
19. Title: An Assessment Survey of the Poultry Bird Distribution Scheme under DPAP, Purulia. (pp.32)
- Abstract: Analysing the economic conditions of the targeted

group it shows that the over-simplified project was not consistent with them and as a result it failed.

20. Title: DPAP Dug-well Session - A Study on Proceeding - of district level meetings, and correspondence on the Execution Problem of Dug-wells under DPAP. (pp.14)

Abstract: Delay in completion of dugwell burdens the farmer with enhanced cost. The study examines the official proceedings to understand how the problem is dealt with.

21. Title: Planning for Rural Development: A Guideline (pp.122)

Abstract: It emphasises the inclusion of regional parameters, in rural development planning and suggests schemes to be articulated accordingly. With the help of earlier studies it shows that schemes remain mere budget proposals, and mere profitability of a programme does not make it equally viable from Paris to Purulia. A scheme must logically prove its viability before implementation considering all relevant regional parameters.

22. Title: Project Proposal for Sheep Service Centres for Integrated Sheep Development Programme in Purulia. (pp.8)

23. Title: District Consultative Committee Meeting. (pp.30)

#### TRAINING-CUM-SEMINAR

- . Special Training Programme on District Planning. Application of Modern Management Techniques for District Level Officials at Purulia, May, 1979.
- . Seminar on Project Planning, February, 1981.
- . Seminar on the Implementation Problem of Dugwell and Soil Conservation Programme, September, 1981.
- . Workshop on Rural Development Planning, December, 1981.



A N N E X U R E S

PROCEEDINGS AND MINUTES  
OF INTER-INSTITUTIONAL MEETINGS



PROCEEDINGS AND MINUTES OF  
INTER-INSTITUTIONAL MEETINGS

Minutes of the two-day meeting on  
Project Planning Cells held on the  
3rd and 4th March, 1978.

1. The meeting was opened with remarks by Shri R.N. Haldipur, Director IIPA, who stressed the need for a realistic look at the problems of project preparation at the field level. He emphasised that the concept of 'District Planning' or 'Block Planning' was important, and one of the tools available for ultimate preparation of such plans would be through the work being attempted by the Project Planning Cells. The role of the cell was crucial inasmuch it was supposed to advise the district administration and also work along with it to develop this expertise. It would not only require simplification of techniques but also development of an empathy with the district administration. The institutional support may be more direct in the initial phases, but ultimately would have a low profile, leaving the districts to operate in as much independence as possible to develop initiative at that level. He also pleaded that the district administration should look at the cell as their partners and not to burden them with other extraneous work, whatever the circumstances.

The actual position of the Project is as follows:-

The Link Institutes have been identified for all the six districts and these are:

- . Indian Institute of Public Administration for Jodhpur, Mahendragarh and Purulia
- . Sardar Patel Institute of Economic and Social Research for Panchmahals
- . (NIRD) National Institute of Rural Development for Kurnool.

- . Indian Institute of Management, Bangalore for Ramanathapuram.

Staff has been appointed for the three Districts allocated to the IIPA. The other institutions are in the process of appointing the necessary staff and it should be available at the district level latest by mid-April.

## 2. Scope and Objective of the Project

- a. The participants discussed the scope of the project. It was finally agreed that the objective would be limited to development of expertise at the district level through the District Officers on Project Planning in various sectors. Agricultural and rural development in the district was assuming importance, and resources were flowing in from various channels, including institutional finance. It was, therefore, necessary to understand the needs of resource development and then to prepare economically viable and feasible projects with the attendant linkages. Concentration would be, in the initial phases, on sectors considered to be important by the district administration, and particularly those on which emphasis of developing priorities on projects would be left to the discretion of the district administration. The cells will, on projects being identified, help in preparation of reports for implementation by the district organisation through the funds available to it.
- b. One of the peculiar features of the district today was that financial resources were flowing in for a larger number of programmes about which sometimes the district administration was not even conscious of. This is an admitted difficulty and it may not be possible to remedy it, but at the district level, however, some kind of financial resources analysis can be made so that programmes can be so designed that dovetailing of resources for development of a project takes place rather than duplication of resources for similar projects in the district.

- c. In this whole exercise, the focal point will be the district cell and the district administration. The institutions would provide back-stopping and higher level expertise whenever required. As far as possible, the cell should gradually become independent and the district administration more confident in terms of asking for outside consultancy and advice whenever required.
- d. A phasing of the programme had been given in which it is mentioned that in the final phase a project report for a district plan may also be attempted. As indications go, the Drought Prone Areas Programme and other special programmes are likely to continue in the Sixth Plan period. Therefore, the districts will have to prepare programme report for onward submission. This is bound to create pressure on the cells to help in the preparation of the programme reports. It may, therefore, be useful to start looking into the whole question of how programme reports should be prepared on the basis of the projects to be planned so that the district can get the help of the cell for their Sixth Plan projects.
- e. There was a discussion on the over-all objectives within which project formulation has to take place. It was felt that, broadly speaking, the DPAP objectives should form the basis. However, since these are global objectives, it is possible that the district might be in a position to alter or modify these objectives to suit local needs. For example, in some districts 'employment' may be a much more important objective as compared to 'crop husbandry', or, in some areas 'crafts' and 'cottage industries' may assume a higher validity as compared to another development programme. The ultimate social objective would be to improve the efficiency of investments for higher economic returns to the participants in general and the weaker sections in particular. This social objective of helping the sections should be paramount, both in terms of generating higher incomes, generating continuing employment, and also wage



employment wherever feasible. Notwithstanding this, the longterm objective of the Drought Prone Areas Programme, which is to decrease the overall impact of drought over a period of time, must also be kept in mind while developing projects.

### 3. Operational and Administrative Matters

The broad issues discussed were (a) the role and responsibilities of the link institutions, and (b) funding of the programme, both at the institutional and district level.

#### a. Role and responsibilities of the link institutions

An issue was raised by the Dean, NIRD on the control of the institute over the district staff. He suggested that the district staff should be appointed by the institute, and the salaries, etc. paid by the institute, and the district would therefore have no control over the staff so appointed. He felt that if the staff was with the district organisation, the institute may not be in a position to control them effectively. This matter was discussed at length and the general consensus of opinion was that since the district administration is to be strengthened, it is essential that the staff, especially the academic and professional, be recruited by the institute and placed at the disposal of the district agency which would then, for all administrative purposes, be the overall controlling authority, etc. The institute will have an academic link with the cell, which is to be exercised 'not as a matter of control' but would depend upon the relationship the institution would generate at the district level with the district administration. Payment of salaries by the institute to the staff would be inconvenient since the staff is expected to be at the district level and not at the headquarters of the institute. The junior level staff like Investigators, stenographers and other help should be recruited by the district directly from the Employment Exchange on pay scales relevant to the State concerned. As regards equipment, the

amount was available to the district to purchase the equipment, although a broad understanding can be arrived at with the district that on the expiry of the project the equipment would revert back to the institute concerned.

b. Funding of the Programme

Representatives of all the institutes felt that the budget provided to the institutes was inadequate, particularly for those institutes which were handling only one district. Furthermore, no funds had been provided for stationery, contingencies or for secretarial assistance. The institutions were not in a position to provide extra funds from their own budgets due to shortage of funds. This point was particularly relevant as only one professor position was available for the institute which has one district to handle. It may be essential to have a junior level research associate apart from secretarial assistance. It was, therefore, decided that institutions would prepare their budgets giving justification for increase in the staff, requirement of contingencies, etc., equipment, and the travel and board allocation. On receipt of this information the Ford Foundation will be requested to allocate additional funds for the institutions.

A point was also raised regarding short-term Investigators required for various case studies. It was clarified that the district may appoint short-term investigators from the total Salaries/Consultants Budget available to them. Care should, however, be taken to ensure that the persons so recruited are for a specified period of time for a specific job. Considering the need for statistical assistant, it was felt that to begin with we may appoint a person for a period of one year and after assessing the need, think in terms of continuing.

Representative of the Department of Rural Development, Ministry of Agriculture raised the issue of an interim report to be presented to the Ministry within a period of one year.

Although, in principle, this point has been raised and accepted, at the Ministerial level, it was pointed out during the meeting that it may not be possible to provide an interim report as this was an action-cum-research project in which no definite conclusions could be arrived at, nor are those conclusions being sought for, within a period of one year. However, the Ministry would be provided with the large number of studies and the projects prepared which would give an indication of the trend of the work being undertaken at the district level. It was also accepted that a Training Manual identifying the needs and gaps in information would be prepared within the year which could be utilised by the Department for general training in the country. In view of the fact that the project has not started in all the districts as yet, it was agreed that we may deem the project to have begun, as far as the district level is concerned, from the 1st of March, 1978, and as such the total period of the project will have to be suitably extended to cover a total period of three years.

Since the IIPA has to provide periodic reports both to the Ford Foundation and the Department of Rural Development, it was suggested that the institutes may kindly send a quarterly narrative report in the format which will be circulated by the IIPA. A quarterly expenditure note will be circulated by the IIPA, indicating expenditure in the various heads indicated in the 'model budget' for the Cell appended to the basic note circulated earlier.

The need for involving local institutes was stressed and accepted by the participants. Institutions to be associated could be local universities, post-graduate centres, lead banks and voluntary organisations, if any, in the area. Since the thrust is on developing expertise at the district level, the institutions now operating should develop local competence even at the academic institutional level so that continuous inter-action between these institutions and the district can be made operational.

4. The paper on 'Studies Preliminary to Project Planning' was discussed in thorough detail. At the outset it was agreed that the broad frame could be common but every institute would prepare individual designs for the studies to be conducted, which would be circulated for a common discussion among the institutes concerned.

i. The study on 'Organisation' would concentrate primarily on the following aspects:

- a. Technical skills
- b. Personnel strength (numbers)
- c. Departmental (functional) arrangement
- d. Territorial Distribution
- e. Communication (Reporting System)
- f. Decision-making Modes
- g. Collectivity (committees, etc.)
- h. Processes
- i. Public participation
- j. Accountability.

The analysis would be conducted by the institutions and not by the Cell, which may however help in the collection of relevant data. It was also decided that this study should be (a) department-wise and (b) as a comprehensive district organisation. The study of every individual department would then be discussed with the department concerned, who would give their suggestions to innovations or modification which they can think of in their own working.

ii. The meeting decided that a study on the 'Budget Flow' is important to make an assessment of how resources move into the district from various channels. This study would make an assessment of planning for the financial resources which come to the district and the linkages of such resource with the overall strategies, programmes, absorption capacity of the district administration.

- iii. The other three studies would also be initiated as suggested. A time frame was also fixed to circulate the design. The first two studies namely 'Organisation' and 'Budget Flow' should be completed within a period of four months, and the 'research design' available for circulation by the end of March. For the other three studies, Studies No.3 and 5 should be completed by about June-end and the 'Research Design' available by 15th of April. Study No.4 is of a long-term nature and as such would require a little more in-depth assessment as to how it should be done. The institutes would initiate action, but a final format for this study will be available sometimes by the end of May. A meeting will be held of the institutes concerned at the end of April to finalise the research designs so that work can be initiated in the months of May and June in which period Investigators can be appointed on a part-time basis recruiting them from the local academic institutions.

List of persons attending the meeting is attached.

LIST OF PARTICIPANTS

1. Shri R.H. Dholakia, Senior Economist, Sardar Patel Institute Navarangpur, Ahmedabad.
2. Dr. N.K. Jaiswal, National Institute of Rural Development, Hyderabad.
3. Dr. B.R. Joshi, Economist, Arid Zone, Jodhpur.
4. Shri D.S. Mehra, DPAP Division, Department of Rural Development, New Delhi.
5. Shri S.P. Nair, Director (Planning & Coordination), Agriculture Finance Corporation, Dhanaraj Mahal, II Floor, CSM Marg, Bombay.
6. Shri S. Narayan, Collector, Ramnad District, Madurai, Tamil Nadu.
7. Shri K.K. Naskar, Dy. Commissioner, Purulia District, Purulia, West Bengal.
8. Shri K.S. Ramesh, Dy. Director (IRD), National Institute of Rural Development, Hyderabad.
9. Shri R. Balasubramaniam, Jt. Director of Agriculture & Project Officer, DPAP, Ramanathapuram at Madurai.
10. Shri Norman Reynolds, Ford Foundation, 55 Lodi Estate, New Delhi.
11. Shri Amir Sultan, Administrative Staff College of India, (Consulting and Applied Research Division), Hyderabad (A.P.)
12. Shri Pankaj Kumar Mukhopadhyay, Project Organisation Analyst, Purulia, (West Bengal).
13. Shri S.K. Maheshwari, Project Director, Drought Prone Areas Programme, P.O. Narnaul, Distt. Mahendragarh (Haryana).

I.I.P.A.

14. Shri R.N. Haldipur
15. Shri D. Aurora
16. Prof. V. Jagannadham
17. Prof. M. Bhattacharya
18. Prof. S.K. Goyal
19. Shri D.N. Dwivedi
20. Dr. S. Majumdar
21. Dr. K.L. Handa
22. Prof. S.R. Maheshwari
23. Prof. A.P. Barnabas
24. Shri Sudipto Mundle
25. Shri J.N. Upadhyay
26. Dr. Nalini Natarajan
27. Dr. K.N. Kabra
28. Shri N.S.F.B. Tyabji.



Minutes of the Inter-Institutional meeting of the  
DPAP Project Planning Cells held at IIPA  
on 14th and 15th July, 1978

- I. The first item on the agenda discussed the position of each district regarding work initiated, staff appointed, etc. Details are given below:

National Institute of Rural Development, Hyderabad:

At the Institute level, the position has been offered but the candidate has not yet joined. In the meanwhile, the work is being taken up by an inter-disciplinary group consisting of Dr. Jaiswal, Dr. Ramesh and Shri R.N. Tripathy. The Institute is helping the district in the preparation of perspective plan. Apart from this, a study on organisational and financial management has already been initiated. The Institute is planning to prepare small studies on watershed planning, etc.

At the district level, two appointments -one for specialist in project formulation and another for specialist in financial management - have already been made. These two Research Officers have started functioning, and collection of data, etc. is in progress.

Sardar Patel Institute of Economic and Social Research, Ahmedabad:

The cell is headed by Dr. Ravi Dholakia and a group consisting of other disciplines has also been set up which will now start looking at the problems of the district. A Project Economist has been appointed at the district level who has initiated studies on specific projects under implementation. The first study has been that of an irrigation tank which will bring out various economic, organisational and implementation problems. Based upon the results of the study, similar studies will be undertaken.

The Institute has still to recruit other persons at the district level. The exercise for identification of technical specialists will be undertaken in consultation with the district and necessary steps taken to appoint the Consultants.

Indian Institute of Public Administration, New Delhi:

At the IIPA level, work has been looked after by a Co-ordinator, and as against two appointments made, one Researcher has resigned and the Institute is left with only a Reader in Project Planning. A Core Group of specialists from other disciplines has been set up after internal discussions, which will act as a steering committee to advise on the type of studies to be taken up initially and later on actual work initiated.

At the district level, appointments have been made for Jodhpur and for Mahendragarh Districts. Based upon the requirements indicated by the district administration -- Jodhpur and Mahendragarh have an Economist each, and Management Specialist is being appointed for Mahendragarh whereas due to lack of suitable candidates no selection has been made for Jodhpur as yet. A specialist each for Pasture Development and for Livestock Management have been recruited for Jodhpur. The Pasture Specialist has joined and the Livestock Specialist is likely to join soon. An Irrigation Engineer has to be appointed for Mahendragarh, but no suitable candidates were available. Necessary steps are being taken to recruit one from other sources.

## II. General discussion

Following points were raised in the general discussion:

1. It is necessary for the cells to create a rapport with the district administration, but this desire should not lead to dissipation of efforts. Work of the cell is very specific and should be concentrated upon. In case the district administration would like some work which is in no way

connected with the project objectives, the institution should discuss this at the district level and request the district administration not to press for such jobs.

2. All recruitments to be made by the institutions should be expedited so that actual work of project planning does not get delayed. Once the training programme is over, it is hoped that the districts would actually prepare some small project which can be implemented by the district administration. A project should definitely be prepared by each district by the end of September for submission to the district authorities concerned.
3. On a point raised by Sardar Patel Institute regarding transfer of funds to the district, it was decided that the practice of transferring the district cell funds to the district agency should be continued. Since in all the districts independent agencies exist, separate procedures for expenditures and accounting can be worked out by the concerned Chairman of the agency to facilitate working of the cell.

III. The paper prepared by the IIPA regarding some basic issues was then discussed, and

1. The meeting accepted the role of the cells as laid down in the paper for discussion. It was agreed that the institute would concentrate in the initial period on looking at the problems of the district and the working of the cell to ensure that the role and the objectives of the cell are accepted at the district level, particularly as it relates to its inter-action with the district administration. To formalise this inter-action, the district would constitute a small Steering Committee consisting of the Chairman of the Agency and a few key district specialists who would meet at least once a month to discuss specific working paper prepared by the cell on problems and issues it has studied during the course of that time. The cell would try to see that the paper presents an objective analysis of a particular situation without going into

a subjective analysis. Since Cell's inter-action with the district administration would be dependent upon an understanding by the district officers of the purpose of the cell, any problems arising out of the monthly paper would be sorted out by the Chairman of the Agency who would act as a moderator. The link institute would make efforts to establish a similar rapport with the State Government where a request has already been made to set up a Steering Committee.

2. The meeting agreed to establish a small group at the village level to assess community responses and needs in relation to the resources existing in that particular village. The cell would try to establish such groups in a few selected villages where some analytical work is going on. Efforts should be made to encourage local participation in thinking and assessing potentials for development at the village level. The cell would present a gist of discussions at the village level to the district administration at the Steering Committee meetings.
3. It was agreed that a representative of the lead bank would be co-opted into the Steering Committee at the district level as well as the Steering group organised by the Institute. Even though the need for financial intervention is not an immediate factor, but the involvement of financial institutions from the preliminary phase in itself would be of immense value both to the cell as well as to the financial institutions.
4. There was a detailed discussion on the scope for district planning. It was agreed that project planning would be the main function. But since block level or district planning is also the need in view of the Central Government's emphasis, the cells should take up simultaneously work of district planning as well. The institutions should discuss this with the State Government wherever specific requests are made to try and find additional resources for the work. But, in the meanwhile, preliminary collection of data on resources, etc. should be taken up.

IV. A study prepared by the Mahendragarh Project Planning Cell was taken up for discussion. The consensus of opinion was that the study is too generalised and of no specific relevance to the objective of the project. It was decided that specific small studies of projects under implementation be taken up which would be factual and objective in their approach to highlight the planning and implementation problems of a specific project. Such studies should first be presented to the district administration for discussion. It was, however, agreed that for a district like Mahendragarh where background work is not available, the study now completed was useful as far as collection and analysis of secondary data was concerned. The impact portion of the study should be deleted, and small sectoral studies should be undertaken separately.

It was agreed that the next meeting should be held in October this year, where each institution would present case studies for discussion

The following attended the meeting:

National Institute of Rural Development, Hyderabad

1. Dr. N.K. Jaiswal
2. Dr. K.S. Ramesh

Sardar Patel Institute of Economic and Social Research, Ahmedabad

3. Dr. R.H. Dholakia
4. Shri O.D. Shah, DDO, Godhra
5. Shri Sudarshan Iyengar, Godhra

IIPA - Mahendragarh District

6. Shri S.K. Maheshwari, Project Director, Narnaul
7. Shri Ashok Kumar Chhibber, Narnaul.
8. Shri Dalip Kumar Sharma, Narnaul.



IIPA - Jodhpur District

9. Shri Ganpat Rai, Collector, Jodhpur
10. Dr. H.K. Jain, Management Specialist (Pasture)

The Ford Foundation

11. Dr. Jeff Romm, New Delhi

Indian Institute of Public Administration, New Delhi

12. Shri R.N. Haldipur
13. Shri D. Aurora
14. Prof. Mohit Bhattacharya
15. Prof. V. Jagannadham
16. Dr. K.L. Handa
17. Dr. S.K. Majumdar
18. Shri Sudipto Mundle
19. Shri J.N. Upadhyay
20. Shri Pankaj Kumar Mukhopadhyay, Purulia (W. Bengal).

**Proceedings of the Inter-Institutional meeting of the  
DPAP Project Planning Cells held at National Institute  
of Rural Development, Hyderabad - May 25-27, 1979.**

The Inter-Institutional meeting was inaugurated by Dr. S.K. Rau, Director-General, National Institute of Rural Development, Hyderabad. He pointed out that our perspective should be to prepare a spatial plan detailing out inter-sectoral priorities and leaving behind in the district a capability to prepare and implement projects within this broad framework. Keeping this perspective is important, because one would not like to get lost on an individual project preparation or devote whole time in establishing total framework. Either of the two exclusive pre-occupations will not fulfil the overall aims of the project.

Prof. Kuldeep Mathur continuing on this theme emphasized that the major objectives with which we have begun the project are to develop not just the framework of a district plan but the project is an experiment to provide for and to find out whether it is possible to develop expertise at the district level and if it is so then how do we go about doing it. This aspect of 'how do we go about doing it' has begun by installing a number of professional staff at the district level and creating a link for this staff with an expert institute which can provide the necessary guidance. This way of providing expertise and guidance to the preparation and implementation of district plans is an important component of this project. Such a method also seeks to find out ways of institutionalizing the district cell which will go into district planning and its tasks of project planning, evaluation, appraisal and monitoring. This aspect needs to be emphasized because the aim of the project is not merely to produce a report. Reports are necessary only to the extent that they help to achieve the broad aim of institutionalizing the district cell and establish district level capability for formulating and implementing district plans. They are also necessary to help establish the role of link institutes and point out the kind of expertise that they can provide to the district cell.



The research studies that have been completed upto now fit into this broad conceptualization. They point out the needs of training, research and consultancy at the district level and close involvement of the district officials with the professional staff. Unless the district administration responds to the needs of district planning framework, the project cannot be successful. This demands much closer cooperation between professionals, administrators and experts at the link institute.

The purpose of these studies and reports is also to identify linkages of specific projects with the large district development framework and so help develop an administrative machinery which can lead to greater integration and coordination of district projects.

Several questions emerged after the above presentation. One of the participants thought that major emphasis should be given on the preparation of a district plan. For another, selection of projects could not be done unless there were priorities and these could not be established without at least a notional frame of a district plan.

Shri Bailur wondered whether studies that have been done upto now fulfil the aims of district level project formulation, monitoring and evaluation. He got the impression that the district cells have on their own prepared these schemes and submitted to the district authorities. Thus, the district authorities have delegated their responsibility of preparation of projects to these cells and the result is that expertise at their level is not increasing. The district agencies are too tempted to utilize the services of district cells and thus the major aim of the project is not being taken care of well. What is needed is a critical analysis of the methods used by the district authorities to plan and implement projects. It is the evaluation of the method that should be used for developing the skills necessary among the administrators.

Prof. Mathur pointed out that these studies have been conducted to show the processes of planning and implementation adopted at the district level. One of the activities that ought to follow out of these studies is interaction with district officials for analysing the processes and investigating what lessons can be learnt from them so that future work can be improved.

Shri Bailur further elaborated his point by saying that the district cells should merge totally with local DPAP agencies and try to improve the capabilities at the district level whether in the matter of scheme formulation or implementation. The purpose should be to find out how the last plan was prepared, what was the methodology, and what were the shortcomings so that improvements can be made. A model or a format could be devised and discussed with the district officials before being adopted by them. Shri Bailur thought that this was the major objective of the project.

Shri S. Subramaniam suggested that basic surveys for highlighting the potentials of the district were necessary. Some work had already been done in his own district but he wondered whether the link institutes will take up such surveys and then identify the potential of the district.

Dr. Rau emphasized that the aim of the project is also to identify the role of the link institute, what kind of resource inventory it can do and how it can transfer this expertise to the district.

Shri Subramaniam assured his link institute that there would be full cooperation in his district for doing this work. Dr. Jaiswal said that professionals in the district cells should work with the district officers and provide the gaps in expertise. He emphasized that the studies that they had undertaken in their district were primarily to identify those areas where their help will be needed.

Dr. Majumdar thought that the question raised by Shri Bailur regarding the relevance of studies was very important. He thought that it was necessary to go into the concept of action-research in greater detail to answer these themes. Delving into the issues of positivism and objectivity in social science, he thought that there was a basic contradiction in action research and planning activity. Planning is a long-term activity, where a certain degree of objectivity was required. He was of the opinion that our project has both planning as well as action-research element, i.e. problems of implementation. The project has now been involved in the latter aspect. It should also tackle the

other part of deciding what kind of studies to take and what kind of expertise to leave behind.

Dr. Jeff Romm intervened to say that the district planning cells have been established to develop and institutionalize the capability of district planning. In the July meeting it was suggested that the planning cells are to help improve the operationalization of the projects in planning activities. The focus should be on operational problems.

Dr. Majumdar still felt that varying points of view have been expressed at different points of time during the development of the project. He thought with institutionalizaion, long-term planning should be taken up.

Dr. Rao concluded the session by saying that now the perspective in which project has been functioning is clear to all. Wherever changes or adjustments have to be made, Prof. Mathur will dwell upon them in the end when each cell has presented its work, beginning from Jodhpur.

## II

Discussions on the progress of work in each district began with a presentation on Jodhpur.

JODHPUR

Dr. Jain presented to the group, the work done by him and Dr. Joshi at the Cell. Two of the studies were specifically discussed namely:

- i. A Study of Resource use efficiency of groundwaer potential in Jodhpur District and Financial Analysis of DPAP Tube-well.
- ii. A Case Study of 100 ha Pasture plot.

Dr. Jain began with the discussion of tubewells being drilled in the district under three different programmes, i.e. State sponsored, cluster programme, and the ones covered under DPAP. Some inadequacies in the implementation of programme were identified and analysed. Steps for simplifying the existing complicated procedures involved in construction of wells were suggested.

In response to a query by Shri Gupta regarding the extent to which results of the study have been of practical help to district administration, Dr. Jain informed the group that various suggestions were being pursued with the respective departments through District Development Authority (DDA). He added that serious note has been taken by the State Government of different sugestions made by DPPC. He illustrated this through brief discussion on another study of the Cell concernsing 100 ha Pasture Plot. A direct consequence of this study was to change government policy and permit release of subsidy to the private landowners who wanted to develop pastures on their own land. In addition, State Government also agreed to organise training programme for sheep and pasture development at the plot sites for the farmers from adjoining villages to maximise the impact of successful demonstration.

The activities of the cell have been able to create an awarenes in the existing administrative system towards better project formulation, appraisal and implementation etc.

Other studies done by the Cell include:

- i. An abstract blueprint for development planning of Jodhpur District for fifteen years.
- ii. A Five-Year Development Project for 300 Small and Marginal Antodayay Farmer Families and Agriculture Labourers.
- iii. Project for installation of 1000 Gobar Gas Plants.

It was also informed that the cell was currently busy with compiling the resource inventory for all blocks in addition to other studies on cooperative credit, dairy and watershed development. Cell had also been entrusted by State Government with preparation of area plan for Phalodi Block after household survey of 2500 families, besides other projects. Cell had started bringing out a fortnightly News Bulletin recently.

### III

#### KURNOOL

Dr. Jaiswal said that the objectives of the work that has been done upto now is to understand the processes of planning and execution of projects at the district level. What has happened in the past will give us direction and help the district officers to execute their plans better. The present stage is to learn and not to give solutions.

Dr. Jaiswal pointed out that before the beginning of this project, they had already completed an evaluation of DPAP project in Kurnool under the sponsorship of Department of Rural Development, Government of India. This study has provided exhaustive data on various sectors of the district economy. With the appointment of professional staff, several studies have been completed and are being circulated to the Group. These studies give lot of information on how these projects were planned and executed. A resource inventory is being completed in which the Post-graduate Centre at Kurnool is extending its full cooperation.



He suggested that a district plan frame was necessary now to identify projects. The Block plan that they are preparing has already led to the identification of sericulture as a potential source of improving the economy. A project proposal in collaboration with the Assistant Director Sericulture has already been prepared. Dr. Jaiswal also said that they were proposing to hold a workshop in August for the district officers to initiate a discussion for identification of new projects which have to be taken up on a priority basis. He hoped that in a year's time they will be able to go in for larger evaluation of what is happening in the district and be ready to prepare guidelines for methods to be adopted in future work. In case of minor irrigation, such an effort has already begun.

At the end, Dr. Jaiswal emphasized that there is a need to identify the indicators of performance of the project itself. A monitoring system within the projects should be devised that will help guide and give direction to the professional staff.

Prof. Mathur added that it is not the PERT chart etc. which is really so much important. What should interest us more is the feeling of involvement of different sectoral officials and their commitment to carry out their part of the project in a coordinated fashion.

Shri D. Aurora focussed his attention on the minor irrigation and inquired about the reaction from the engineering department.

Dr. Reddy answering this question said that while the reaction was favourable, what they discovered was that in this specific project, while the formulation went off well, the administrative sanctions took unduly long time. Actually, several years passed before the sanction came.

In response to suggestions that ongoing projects should be taken up for study, Shri Shivprasad Rao elaborated on his work on a programme of wells. Due to their interventions, targets were revised and time scheduling was done but he found that the initial definition of the project itself was inadequate. A full record of the project cycle is being kept so that the various pitfalls can be identified.

It was in the light of this experience that Dr. Rau stressed that all sectors should get used to project planning, time scheduling etc. PERT charts have to be made in simplest terms so that they can be easily communicated to the officers. Shri Aurora pointed to the need of making these charts down to earth and fully consistent with the environment in which the district administration functions.

Shri Subramaniam explained how in his district PERT chart was the basis on which work proceeded. He found it very useful and expected every officer to present his scheme on this network.

Shri Aurora wondered whether transfers of individual officials had an impact on the targets and network plan. Dr. Jaiswal thought that it did, but if the work is systematised then it will pick up momentum rather quickly. Shri Aurora also enquired, who decided the priorities of the studies that the Cell had taken up. Dr. Jaiswal replied that hitherto, it was they who decided but now onwards they planned to do so in active consultation with district officials. It was suggested that either minutes or the record of the process of interaction between DPAP and State Government officials on the one hand, and the DPC staff and rest on the other could be kept, valuable insights would be available for finding out modalities of proposed reforms in project functioning.

Dr. Reddy informed that they had maintained diary in some cases. Shri Gupta suggested that they may be circulated in such meetings in future so that deeper understanding of the actual process may be achieved by sharing such notes.

Dr. Jaiswal then elaborated the procedure of wide-ranging consultation with district officials before finalizing the sericulture project. He thought that in the absence of a district plan frame, this also provided a base for choosing and identifying a project.



## IV

PANCHMAHALS

Shri Sudershan Iyengar then made his presentation on the work being done at the district Panchmahals. To start with, he pointed out that it has been difficult to recruit professionals to work in Panchmahals. He is the only professional economist working there, helped by several research assistants.

Shri Iyengar went on to explain the district administrative structure in Gujarat and pointed out that recently a District Planning Board has been set up with a Minister as Chairman and the District Collector as Vice-Chairman. The administrative staff of this Board is headed by District Planning Officer of the rank of Deputy Collector and his professional staff is drawn from Bureau of Economics and Statistics. The Board has taken keen interest in the working of the Cell and has drawn upon its resources for preparing project plans and creating its own data base.

In choosing projects for investigation, the Cell has been relying on the criteria of expenditure on sector schemes. The Cell has also identified potential sectors of development and has taken keen interest in sericulture in the district. Due to their efforts, Government of India, Deputy Director (Technical Survey Sericulture) has already visited Panchmahals and new projects are being formulated.

On the basis of case studies, they have conducted a training programme on Project Planning and Implementation for the district level officers. A News Bulletin is also being brought out regularly.

At the end, Shri Iyengar elaborated on a case study of minor irrigation project and chose to emphasize that the perceptions of problems at different levels of administration are different. He thought that he may get support at the higher level but not sufficient to change the level of efficiency at the district level. The officials can use him as an external consultant but the system does not respond to

change. He thought that the technical expertise available at the district level today was inadequate to design and formulate a project. He could work as an external consultant but he had doubts whether this could lead to the increase in district capability.

Prof. Mathur picked on this point made by Shri Iyengar and thought that this was extremely important. Not only are there complications for State administration but in most cases changes can be brought only with its active collaboration. Most of the time the District authorities are aware of the gaps but are tied down by constraints set by higher levels. It is not enough for the State Government to merely suggest what should or should not be done. It is more crucial that they understand the implications of the work of the Cell.

Shri Aurora pointed out that this question was anticipated at the time when the project was taken up. He thought that the rationale of the project is not merely to help the district but also to identify the pattern of relationship between the State and the district if the District planning process is accepted. He saw greater role of the Link Institute in this area.

Prof. Mathur thought that a meeting of link institutes, State level coordinators and the policymakers of Government of India should be arranged to create this basic awareness. State level coordination committees wherever formed are looking at only administrative problems. Substantive areas of planning process are not being taken up.

Both Shri Aurora and Shri Bailur thought that such meetings may not be as helpful as forcing the issues with individual Chief Secretaries or Heads of Departments.

However, Prof. Mathur suggested that a lot more acceptance of the project would take place if the Government of India began monitoring the project through the State Government. Once this starts happening, the linkages among various levels of government will start getting clear. The interest of Government of India will also tend to demonstrate the utility of experimental cells. Otherwise they will continue to be

thought of as part of research project being conducted by a research institute. Dr. Jaiswal thought that the State Government should raise similar questions with district administration.

Winding up this aspect of the discussion, Shri Bailur proposed that a meeting of various institutions involved could be arranged and supportive action to be initiated by the governments could be identified.

## V

### RAMANATHAPURAM

The setting up of DPC at Ramanathapuram could be taken up only recently after the Institute for Financial Management and Research, Madras agreed to work in the project and act as the link institute. The District collector, Shri Subramaniam, along with Prof. Radhakrishnan of the IFMR spoke about the general conditions of the district, earlier experience in project planning and future needs. The Collector informed that despite the fact that lot of scope existed for area specified schemes/project formulation in the district, not enough could be done so far. Among the area needing urgent attention, he enumerated the problems of rural industries like salt, matchbox, sugar candy, fish cultivation, pasture development, forestry, poultry etc. He recalled that the experience of 100 ha. pasture plots as narrated by Jodhpur people, could be gainfully utilized in Ramanthapuram also where fodder was a serious problem. He and Prof. Radhamrishnan, both agreed that for improving the existing system, the proposed District Planning Cell could contribute significantly.

## VI

PURULIA

Shri Guha representing District Purulia informed that the recruitment of staff for DPC at Purulia had posed a great difficulty because of which they had not been able to do much of work. Only some preliminary benchmark studies have been done by the cell in forest management.

Shri Pankaj Mukherjee enumerated various problems that existed in the district needing detailed study e.g. imbalances in local exploitation and use of mineral and other resources inadequate and uncertain groundwater, poor cultivation and marketing, absence of scientific dairying or pasture development programmes, etc. He informed that the Cell with the help of IIPA had organised an orientation training programme for District level officers recently. During the programme, the problem of forestry was discussed at length and the cell proposed to take it up for further study.

Professor Mathur informed that in view of late start, non-finalization of link institute and also inadequate involvement of State Government, not much work would be required. The cell should be strengthened soon for taking up these studies, he added.

Shri Mukherjee informed that the cell would have to establish effective links with both the Zilla Parishad and the District Administration, and design future study plan, in consultation with them.

Shri Aurora observed at this stage that the type of studies to be taken up by the cells in different districts will have to relate to the aspirations of people and their representatives, voiced through Zilla Parishad or District Development Agency or whatever.

Professor Mathur felt that the above suggestion implied that not only the economic feasibility and viability etc. were to be studied while taking up projects but also, consideration would be required towards political desirabilities.



## VII

GENERAL DISCUSSION

In response to suggestion of Shri Aurora about link institute activating their links with State Governments, Prof. Mathur added that this depended upon the type of monitoring that is done from the side of Central Government of the entire project. If the Central Government also took interest in this project through State Governments, they may take a little more active interest in it. This may help in the development of effective linkages between the Cell, the district administration, the State Government and the link institute.

Dr. Jaiswal suggested that districts also need to be kept in view, when devising some information system for monitoring the entire project.

Shri Aurora still felt that this type of monitoring or formal information system might not work as much as probably raising more relevant basic issues through the cell's work in the district itself. This, he felt, would ensure support from District and State Administration also.

Shri Bailur appreciated the idea of developing some formal monitoring system by Central Government rather than leaving the entire burden on IIPA alone. He felt that a meeting could be called at IIPA in which representatives from different State Governments could be invited. The necessary format of system of monitoring entire project could thus be discussed and decided there, which later could be communicated by IIPA to all the districts and States. Central Government, would then be in a position to directly ascertain from the State Government, the progress of each District Planning Cell.

Shri Aurora liked the idea and added that each of the report presented in the seminar should also be sent to State Government for their perusal.

Prof. Mathur suggested that initial work in this regard should be initiated by the Central Ministry.

## VIII

MAHENDRAGARH

Shri Upadhyay informed the group that the cell gets full cooperation from the district officials. A working harmony has been achieved in the districts. Now the cell specialists are being invited to participate in the important forums such as District Coordination Committee meetings and District Credit Consultative Committee meetings etc. This has not only enabled the Cell to maintain rapport with the officials but also provided insights into the problems of project formulation, implementation, monitoring and evaluation.

As its first exercise, the Cell attempted to enlist problems being faced by different project officials in implementing the projects. This was essentially to identify the gaps in project formulation and its execution. The next exercise of the Cell was to compile and analyse the district resource data whose need for project planning does not need any emphasis. This was done particularly with a view to have time series data.

The third exercise of the Cell during the last six months was undertaking a socio-economic survey of the small-marginal farmers and agricultural labourers of the DPAP area. The report was presented to the Group.

Besides the above, the Cell has also attempted to prepare a case study of the beneficiaries of the Minor Irrigation programme of the DPAP. The report is not yet ready.

In answer to a query from Dr. Jaiswal regarding the scope of the study, Shri Upadhyay pointed that issues like the extent of utilization, cropping patterns, gaps in project formulation etc. were being looked into in the study.

Prof. Mathur then mentioned that one training programme had already been organised at the district level and other specialised training

courses would be organised on the basis of factual information and case studies completed in the district. Then he called upon Shri B.D. Dhalia, Deputy Commissioner, Mahendragarh to express his views regarding the type of training programme needed in the district and also sought his opinion regarding the best possible manner in which the Cell can be institutionalised in the district.

Appreciating Prof. Mathur's observations with regard to the district cell, Shri Dhalia informed that the concept of district planning was not new for Haryana. In fact, it was tried earlier also. However, the effort could not beget results as the District Planning Officers were posted in the districts without being provided with supporting staff, even though such District Planning Officers were drawn from senior IAS cadre of the State. He regretted, however, that no systematic procedure was available at hand to plan in the district. In this respect he lauded the role of IIPA. He further solicited the help of IIPA through the District Planning Cell to orient the district officials for the work of rural development. As he felt that the district has got sufficient organisational capability to implement the rural development projects, but it lacks the necessary missionary zeal among the officials.

On training, Shri Dhalia observed that to begin with, courses on financial management plan formulation and implementation may be conducted in the district.

Lastly he wanted the DPPC to look into some aspect of institutional financing. He said that the present shape of institutional financing was not satisfactory. In this regard he wanted the Cell to study whether or not it would be useful for the projects like the DPAP to have loan component also.



## IX

CENTRAL CELL AT IIPA

Shri Anil K. Gupta elaborated on the studies of credit planning at the District level. After initial stock-taking, field work was conducted in Mahendragarh and Jodhpur Districts, Network Chart of tasks involved in management of a watershed area was developed. This chart entitled 'Haryali Watershed - Master Control Network' was presented to the Group. This showed graphically the various functional and non-functional (i.e. administrative) dependencies that existed within and in-between different organizations executing an inter-disciplinary project like watershed. This was used in different orientation training programmes organised in Mahendragarh (February) and Purulia (May) and was found useful in emphasising the relevance of this management technique. He added that the preliminary studies in credit were largely based on the analysis of secondary data sources so that before taking up any practical field exercise, a critical view may be obtained about the relevant issues in development of different districts. The studies comprised the following:

- i. Credit Situation Review a discussion note on credit condition and plans of Districts Jodhpur, Purulia and Mahendragarh (1972- 76-77).
- ii. District Credit Plan Concept -Precept : A note on the evolution of concept in light of recent reports of the Working Group of R.B.I. (1979) regarding Public Sector Banks, Agricultural Credit Scheme of Bank, Rural Bank and Multi-agency Approach to Rural Credit along with review of other work done in the field.
- iii. Case History - District Consultative Committee Meetings based on documented minutes of three years - DCC. meeting 1975-78 - at Mahendragarh.
- iv. Rural Credit & Support System - Brief Literature Review.

Shri Gupta elaborated on the major aspects of each study. He informed that in the first note, various hypotheses were tested by simple analysis of secondary credit data about the district. Regional imbalances were found to be increasing within districts. better endowed pockets got greater share of total credit share of agricultural credit was decreasing in certain districts while total credit outlays were increasing, etc. It was suggested that in a distorted system where the delivery system was not tuned in sufficiently to meet the needs of poor people, pumping in of more credit results in further strengthening of the barriers. The study has suggested some of the macro indicators for monitoring the institutional credit in backward areas. Analysis of credit plans revealed their total unrelatedness to either the objectives of DPAP or the specific developmental needs of the districts. The scheme aiming at restoration of ecological balance were conspicuously missing from the plans.

The inter-sectoral and intra-sectoral distribution of credit amongst Agriculture, Industry, Trade and other sectors was studied to impress the need of looking at agricultural credit, not in isolation but together with other structural aspects of credit. Discussion on infrastructural aspects together with institutional one, was attempted to raise some of the relevant issues needing urgent attention. Some analysis was also done regarding the Cooperative Credit situation.

It was considered necessary that before taking up any action-research exercise in field of credit, it was desirable that contours of existing structures were clearly identified and defined so that issues for greater exploration may emerge.

Prof. Radhakrishnan suggested that low Credit-Deposit Ratio of commercial bank credit could be due to the reason that more farmers took greater credit from coops. But Shri Gupta replied that in Jodhpur, more than 60 per cent members of cooperatives were not borrowing and not only that, the total credit had increased but not in proportion to the number of borrower members.

The note on concept and its application, in case of District Credit Plan was also briefly discussed to give views about the latest thinking in this regard.

The note on literature review had tried to take stock of various approaches that have recently emerged in particular context of problems of rural credit and support system in largely backward, arid regions.

Prof. Radhakrishnan raised certain issues mentioned in studies about dairy financing, as to what the experiences were in subsidised single milch-cattle unit scheme.

Shri Gupta informed that a detailed study of Dairy Project Implementation was underway which was looking at the whole problem of project implementation from the beneficiaries point of view. Dr. Jaiswal at this stage referred to a situation of about 500 pending applications with the Bank, as described in the note on District Consultative Meeting. Professor Radhakrishnan felt that the note on District Consultative Meeting provided very interesting insights into the problem of inter-organisational communication and monitoring of various development projects at district level. He suggested that one of such cases should be read out in full to the groups so that it may appreciate the relevance of this approach in improving the monitoring systems.

Shri Gupta explained that in this note, the documented minutes of last three years were analysed in form of tracing the history of five different situations such as village adoption, branch expansion etc. at district level, and then a case was read out.

Prof. Mathur, commenting upon these studies stated that this approach had brought out the present system of how administration monitored the projects, kept control over their progress and what type of issues were raised in this forum. He felt that such an analysis of the minutes would be useful even for other districts to gain intimate insights into what has been happening in the district, whether some indices like credit-deposit ratio etc. could be developed which could help keep track of the achievements. He further suggested that analysis

of minutes was not aimed at blaming any persons or organisation; instead it helped in identifying the finer aspects of decision making and achieving coordination at district level. It would be interesting, he felt, to see whether modern management techniques and processes could reduce the collector's dependence on the traditional hierarchical type of control.

Professor Mathur also thought that minutes of various stages in studies in a project such as the one discussed earlier by Dr. Jaiswal could be kept so that the whole process of project implementation could be seen in totality rather than studying merely the end-results. Dr. Jaiswal said that they were trying to keep record of their action and consequent reaction in the district set-up particularly in minor irrigation study.

Shri Gupta suggested that records or minutes outlining the process of project implementation could also be circulated to the group next time, because, this would be highly useful for devising the manual or guidelines in the third phase of project.

Shri Subramaniam felt that this approach was quite fascinating and that this could be used in his district in some specific projects involving many departments.

Dr. Jaiswal mentioned that one of the studies he was interested in pursuing, related to the mapping of total financial resources of the district, and their allocation etc. He also intended to take into account the institutional sources as well. He said, he would like to send the questionnaire to IIPA for further discussions.

Shri Gupta stated at this stage that the allocation of institutional credit for agriculture and industry had some basic qualitative differences.

Mr. Jeff Romm, referring to the case of Purulia, stated that the problems of resources transfer, inherent weak infrastructural base of the district and inter-sectoral difference in resource allocation were all inter-related, when transfer of physical resources took place out of



district, correspondingly the inflow of financial resources also took place. However, it was suggested that this relationship was not tenable sometimes because it was the middleman who got the maximum share and not the people of exporting district. The consistently decreasing credit-deposit ratio and also similar decline in share of agriculture in Purulia thus required questioning of basic assumptions behind credit planning, Shri Gupta added.

Shri Guha mentioned that credit absorption capacity was frequently cited as the reason by bankers for slow progress. Shri Gupta replied that this capacity was not a static function inherent in any district, the generation of capacity depended upon the type of projects undertaken, the repayment schedule and other credit terms, and their matching with cash-flow of individual farmers.

Professor Radhakrishnan felt District Planning Cell could play a very important role in outlining such issues. Shri Guha said the issues raised in credit studies have touched on some basic aspects of District Development. And with the increasing credit for any sector, in whichever district, he feared that the share for rural poor was getting decreased. The growth centre approach in bank branch expansion and other developmental investment, he felt, did not really bring about desired changes. Since the completion of training programme organised by the IIPA, people have been in dilemma in Purulia - what should be the answer for all the ills that are continuously being reinforced instead of being progressively cured.

Shri Upadhyay felt that it would be really worthwhile if in the credit studies, the existing marketing, storage and transport problems as perceived by farmers were also taken into account so that comprehensive developmental plan may emerge.

Professor Mathur intervened to say that issues being raised now, in fact were brought into sharp focus in case of Purulia where peculiar kind of marketing structure has resulted into a dependency syndrome which led to the perpetuation of a vicious circle of poverty. He suggested that these issues need be taken up in more details in at least one of the districts.

## X

CONCLUDING DISCUSSIONS

The discussion on last day centred largely around the issue of developing some effective information system at the district level so as to disseminate the working and findings of the cell to all those working in the district, on one hand, and seek feedback on various issues in district planning that arise through this work, on the other.

Shri Aurora felt that such a newsletter might become an instrument of broad exhortation and he wanted its objectives to be clarified in greater detail. Professor Mathur explained that initial idea of a newsletter was to provide a platform for two-way communication between cell and the district officials primarily with the purpose of information exchange as related to cell's activities. It would also help in getting reflections from the implementing officials about suggested changes by cell, in project management. He argued, however, that with regard to feedback about methodology to be adopted by cell in different studies, bulletins may not, in the beginning, serve entire desired purpose. Shri Aurora enquired whether this bulletin could also provide an opportunity for dialogue with the small farmers. He felt that building of farmers profile and circulating them amongst officials might generate more intense discussion about the basic issues in project formulation, implementation or monitoring than in any other way. In the context of studies done in irrigation projects, he said, it was important that processes taking place in micro-environment of farmer as related to project could also be highlighted. District officials will then be able to draw necessary inferences more aptly. For, he felt that pointing out defects or faults in the existing system may make officials adopt a defensive attitude, which in turn, will defeat the very purpose of the project.

Both Professor Mathur and Shri Aurora felt that experiences could also be collected from the officials. Dr. Jaiswal enquired whether besides this newsletter at district level, some way could be thought of

exchanging the experiences detailing the entire process, amongst the districts, say once a quarter. Some lessons learnt in one district may be equally relevant in another district also.

Professor Mathur wanted to know whether such a narrative should be written by the cell to which Dr. Jaiaswal replied that not necessarily. It could be jointly done by cell and the link institute. This would also have to take into account the changes needed at the state level or above.

It was pointed out that getting write-ups from officials was rather difficult, and whenever they did write, it was more in terms of routinised version of some state scheme or statistical progress. Shri Aurora observed that this need not bother the cell much. In the beginning, as mentioned earlier, the cell should provide the provocation through field studies and farmers' life sketches as related to project implementation. Professor Mathur said that information exchange will also need to take into account the details of DCC meeting, State Level Coordination Committee Meetings and others in which IIPA was involved.

Discussion then began on the reports which have been prepared by different cells. Professor Mathur raised two questions in this context. He wanted to know whether these reports would need to be revised after discussions within this Group and with the district officials for substantive as well as methodological improvement. This is important because, he added, these reports from six cells will have to be published in a common format.

Shri Aurora sought clarification regarding the methodological aspects. In reply, Prof. Mathur referred to one of the points raised by Dr. Rau, i.e., to what extent the reports would need to be assessed in terms of their content and their relevance not only to officials but also to the people and their area-specific needs. Shri Iyengar felt that here the link institute could play a prominent role. Each report before being presented to State Government should be looked into from all these angles by the link institute.



Dr. Jaiswal informed that he had circulated the drafts to the faculty at NIRD before their finalisation. It was suggested that before every inter-institutional meet, these reports need to be presented at the local level; in the seminars attended by concerned officials, academicians and link institutes.

Two more issues were raised by Prof. Mathur in regard to report finalization. One, whether the first draft of studies should be addressed to the academic community in terms of describing how it all began, i.e. the methodological and policy implication aspects, etc. Second, whether only in final draft, we orient the report towards the administrative community, where, in fact the entire work is abstracted and only the most relevant aspects is communicated.

Shri Aurora said that merely finalising a format of a manual and handing it over to the State Government might not be sufficient, unless they are kept informed of the entire process of manual formulation, for then they would be convinced of its practicability. Responsibility for this lay largely on the shoulders of link institute.

Dr. Rao, in conclusion, suggested that now the focus should be readjusted in line with the overall aim of the project, such as:

1. Entire district planning frame will have to be kept in mind as it develops through different micro-level studies. In this process, the aspects of inter and intra-sectoral investment, inter-organizational communication and coordination, problems in project implementation and coordination, problems in project implementation and their possible solutions, formats, etc. will acquire importance.
2. Building up the skills in the district officials, through their involvement in studies, training programmes, etc. Either in form of counterpart development for each cell expert or through constitution of specific task forces for specific projects in different departments, for which concerned officials, are kept in position for say three years, the institutionalisation of management thinking would be achieved.

This would result into some system in which transfer of officials won't affect the management aspects of project implementation, monitoring, etc.

3. Within this three-year period, not only some system would have to be left behind in the district, but also the methodology will have to be evolved for replication of such cells in other districts of the country.
4. The link institute, in his view, should have much more active contact with concerned state government to achieve this purpose than with the IIPA alone. This in turn should help the link institute to develop effective linkages at district level.
5. The time-schedule for the project will have to be strictly kept in view. This alone would help in monitoring not only the projects at field level but also the overall district planning project itself.

Dr. Ra in the end, raised another important issue about the administrative culture, which is being visualised in the district for assimilating the results of various management techniques. He wondered whether, the cells would have to function in the traditional system, where motivation for work was fear of 'C.R.', or the task-oriented MIS would be there functioning in district, helping in implementation and monitoring of project.

Finally, he felt that if the focus discussed is agreed upon by all, then one could really hope to leave behind improved capabilities in different departments in the district, and development administration would then replace the present system.

Professor Mathur observed that the issue of identifying studies to be taken up need to be discussed a little more. For, he felt, it would be of substantive interest as to how the basic questions were framed and then the problem would not be of methodological sophistication, but would also concern the methodological validity in the overall planning

frame. And, it was for this reason that at the time of drawing inferences for the final report, we should not regret that we missed to collect some highly relevant information. The whole process need to be documented and kept record off. Shri Aurora found this point of great relevance. Alongwith the results and methodology of each study - lessons regarding whys and hows of doing it should be separately brought out.

Mr. Jeff Romm pointed out that the real question posed is not so much about the format of the report as about what we leave behind. He recalled that the studies by NIRD had educational value, that of Jodhpur related to pasture, Purulia newsletter described the information exchange between district officials, Panchmahals example elaborated the relationship between the district administration and the officials. The question in fact needed to be raised was about the required balance. The credit studies at IIPA had relevance not only for explaining the general developmental frame but also could be used by different other cells for similar analysis.

Professor Mathur said, the question raised was not to begin discussion about modalities afresh, but it was only to reassure ourselves of the ultimate aim; may be a review seminar could be arranged involving various link institutes only.

Shri Aurora added that while keeping the ultimate user of the project output in mind, it has to be seen as to how the experiment can have relevance for the entire country. In the process, not only the functional aspects, but also the environment in which project formulation, implementation can systematically take place, will have to be explained. How, then, the changed environment will match the needs of the people better, will have to be elaborated.

Mr. Jeff Romm said that self-assessment information will have to be generated in different forms, suiting of course the particular district context.

Dr. Jaiswal mentioned that we ought to keep track not only of the development of appropriate management tools and techniques, but also monitor their acceptance in the system.

Dr. Rau said that IIPA might like to circulate quarterly, a brief note about the issues which become relevant while monitoring the entire project, so that track of direction could be constantly kept.

A suggestion was made that people in different cells would like to exchange experiences with their counterparts in other cells through visits. Institutional meets could also be arranged at different project sites.

In conclusion, Dr. Rau thanked every body in the Group for attending the conference. Prof. Mathur thanked Dr. Rau and Dr. Jaiswal for making such elaborate arrangements for the participants.

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- . A list of participants is given in Annexure I.
- . A list of study reports prepared by each Cell is given in Annexure II.



**ANNEXURE I**

1. Dr. S.K. Rau, Director-General, National Institute of Rural Development, Hyderabad.

**MINISTRY**

2. Shri G.L. Bailur, Joint Secretary (Rural Development) Ministry of Agriculture & Irrigation, Department of Rural Development, New Delhi.

**FORD FOUNDATION**

3. Dr. Jeff Romm, Project Specialist (Natural Resources & Rural Development), Ford Foundation, 55, Lodi Estate, New Delhi.

**SPECIAL INVITEE**

4. Shri D. Aurora, Chairman & Managing Director, Andhra Pradesh Dairy Development Corporation, Hyderabad.

**JODHPUR**

5. Dr. B.R. Joshi, Project Economist, District Project Planning Cell, Paota, 'B' Road, Jodhpur.
6. Dr. H.K. Jain, Management Specialist (Pastures), DPPC, Jodhpur.

**KURNOOL**

7. Dr. N.K. Jaiswal, Director (ETOT), National Institute of Rural Development, Hyderabad (Link Institute)
8. Shri M.J. Mohan Rao, Assistant Director, DPPC, Kurnool.
9. Shri N. Sivaprasada Rau, Assistant Director, DPCC, Kurnool.
10. Shri D. Chakravarthy Reddi, Assistant Director, DPCC, Kurnool.

MAHENDRAGARH\*

11. Shri B.D. Dhalia, Collector, Mahendragarh District, Narnaul (Haryana).
12. Shri J.N. Upadhyay, DPFC, Narnaul, Mahendragarh.

\* Shri Lal Singh, Project Director, DPAP, Narnaul, also attended the meeting.

PANCHMAHALS

13. Shri S. Iyengar, Project Officer, District Project Planning Cell, 'Ishwar Kripa', GODHRA (Gujarat).

PURULIA (West Bengal)

14. Shri S.K. Guha, Addl. Deputy Commissioner, Purulia.
15. Shri P. Mukherjee, Drought Prone Area Programme Agency, Purulia.

RAMANATHAPURAM (Tamil Nadu)

16. Shri S. Subramaniam, Collector of Ramanathapuram, at Madurai.
17. Shri R. Balasubramaniam, Jt. Director (Agriculture)/Project Officer, DPAP, Ramanathapuram at Madurai.
18. Dr. S. Radhakrishnan, Professor, Institute of Financial Management and Research, 30, Kothari Road, Nungambakkam, Madras. (Link Institute)

CENTRAL CELL

19. Prof. Kuldeep Mathur, Co-ordinator, DPAP Project, Indian Institute of Public Administration, I.P. Estate, New Delhi.
20. Dr. S. Majumdar, IIPA, New Delhi.
21. Shri Anil K. Gupta, IIPA, New Delhi.



Action points emerging from a meeting of representatives  
of Link Institutes, the Ford Foundation, Government of India,  
Ministry of Rural Reconstruction & IIPA held at New Delhi  
on December 3, 1979.

MONITORING OF DISTRICT PLANNING PROJECT

1.00 CENTRAL

- 1.01 Centre can help in the monitoring of projects in two specific ways, one by monitoring the project through state governments and through IIPA and secondly by occasionally bringing concerned State Governments. Link Institutes, IIPA and others at a common platform for reviewing the progress.
- 1.02 Director IIPA may follow this up in greater detail after the meeting. The intervention of Central Ministry at senior levels was stressed as necessary because all other measures may not induce enough seriousness in supporting project objectives either at State or District level.
- 1.03 The whole process of Centre-State and State-District interaction will need to be institutionalised in a manner that there is greater meaning and purposiveness in planning, implementation and evaluation than hitherto.
- 1.04 Care also has to be taken to find out how the planning skills of cell could be systematically imbibed by other sections of district administration.

2.00 STATE

- 2.01 The success of the project will be determined by the extent and nature of support given by State to the District Cells.
- 2.02 Information flow between district and State will need to be improved so as to permit greater support.

- 2.03 There is not much appreciation at higher level of the purposes for which cell staff exists in the district.
- 2.04 There is a need to have coordinating machinery exclusively for the projects comprising of district, state and link institute representatives who can monitor the project more concretely.
- 2.05 The role of State and Central Government in monitoring and implementing the project has to be defined.
- 2.06 What are the questions that Centre is interested in? Are these the same as the interest of the State? What, finally is expected to be the output of the Project when completed -- when in fact the project could be considered complete -- what are the areas needing greater study.
- 2.07 The output should be of an impersonal form i.e. a level of expertise which can be left behind, not merely as skills in the officials who can be transferred but in form of work procedures and systems that can be sustained over a longer time.
- 2.08 The projects and plans for different sectors have advantage over mere area plans because, the expertise of institutions or department at State level can be extended to the district level.
- 2.09 However, the area specific projects will be able to fit in sectoral frame only when local level realities get reflected in planning processes taking place there.
- 2.10 The expertise of research institutions in and around project districts should also be made use of.
- 2.11 This aspect of utilizing the already existing expertise in regional institutions and State level sectoral departments will have to be a concern generally of the State and district.
- 2.12 Thus, the question would arise how far, the performance review at district level restricts itself to monitoring financial expenditure and how far does it related to the physical progress expected at Centre and State level.

- 2.13 The Centre enquires the details of financial expenditure only to regulate the given project and advises against unnecessary speed to spend. No objection is put for adjustment which did not require any inter-scheme changes.
- 2.14 The issue of end-product could again arise, if monitoring will correspond to the type of output that is expected from DPC at different points of time in different districts.
- 2.15 The existing forums at state level in form of steering or coordination committees generally concern themselves with routine administrative matters only. The present project would need to be maintained by a separate forum created for the purpose.
- 2.16 The district level planning lessons might contribute gainfully towards state level planning also.

3.00 I.I.P.A.

- 3.01 Efforts at IIPA have largely been concerned with credit management. Some of the immediate problems, emanating from ineffective communication between Bankers and District Administration etc. have been taken up. Some other specific problems have been investigated successfully. It was felt that methods must be found to institutionalize such studies; otherwise districts will merely repeat them. More case studies are, however, still needed to demonstrate ways of formulazing the recommendation.
- 3.02 Focus will have to be kept on identifying and developing the elements that are needed to be left behind as an integral part of existing system.
- 3.03 Next meeting of DPC was proposed to be held at Ahmedabad in mid-February, 1980.
- 3.04 Discussion may be held to explore the possibility of involving state Secretaries also in this meeting.

#### 4.00 LINK INSTITUTES

- 4.01 Various link institute representatives presented the resume of work done at each district.
- 4.02 At Kurnool, apart from various experience building exercises, the counterpart approach in action research framework was being used to enter second phase of the project, i.e. of imparting some of the management skills to district officials through their own efforts. Though this took longer time to transfer skills, however, it was felt that district system might gain better this way than mere training programmes.
- 4.03 The training programme whenever necessary, should be in local language only.
- 4.04 They are essential not merely for training purpose but also because they create general awareness about the project activities.
- 4.05 Studies by panchmahals needed active follow-up by Central Ministry so that techniques of planning presented through the plans prepared by Cell may be tested in actual field context.

#### 5.00 PROJECT OBJECTIVES

- 5.01 The objective is not merely to generate reports but it is in terms of institutionalizing the professional district cells not only to develop guidelines for project planning but also to build up the skills and expertise of district level officials. Mere generation of research reports would not, therefore, suffice.
- 5.02 One important phase of DPC is getting over in the sense that understanding of district procedures, administrative and planning system etc. has been already achieved in most of the districts.

#### 6.00 PRIORITIZATION OF PROJECTS AT DISTRICT LEVEL

- 6.01 Allocation of resources, financial and otherwise, at district level to different locations and schemes is done generally on ad-hoc basis rather than through any set system.



- 6.02 Allocations can be made only on the basis of choices and this cannot be determined unless a district plan frame emerges.
- 6.03 Apart from studying the ways of implementing projects in different sectors, it is important to outline the procedures of prioritization i.e. which project or study to be taken up first and which later.
- 6.04 The issues in studying projects at district should not be concerned only with the administrative aspects of implementation, monitoring and evaluation only, they should also explore the link up of projects with budgetary allocation, planning machinery and process at state level. For this may show that priorities of District Administration may not be the same as at the state level. Generally the priorities are determined at Central level which are then communicated to state level and in turn to Districts, and are thus often not adequately adjusted with local level needs.
- 6.05 Developing priorities by taking into account district resources, and then getting them accepted by state government is a two-level activity.
- 6.06 The priorities of different projects within a sector or between different sectors are not really that obvious. The district officials have to judge which schemes (out of the given package) are applicable in their area and after including these in their plan, have to forward the same to State Government.
- 6.07 The Central DPAP Directorate has issued several communications in this regard for taking decisions at district level.

#### 7.00 FINANCIAL MANAGEMENT AT DISTRICT LEVEL

- 7.01 The district budgeting needs to be understood more thoroughly. It was felt that no systematic budgeting was currently done at that level.

- 7.02 Issues which cropped in this context were: How does one find out complete budgetary picture - What kind of data to collect - from where and how - what amount of money flows into the district from different sources - through different channels.
- 7.03 In absence of any comprehensive project planning frame, fund allocation at state and district level goes largely by the normative capacity of the district department to spend the funds.
- 7.04 The departments or agencies which operate in more than one district usually do not fund district-wise planning.
- 7.05 Very often in case of DPAP sponsored activities by different departments, the funds are spent on routine activities because specific projects are not formulated. Monitoring also becomes difficult in such cases.
- 7.06 The ability to spend money and not the priority from the point of view of district needs, determines allocation of funds.
- 7.07 In context of DPAP and other small farmer agencies, institutional finance commensurating with the subsidy allocation in agency funds is more important than mere sectoral outlays of respective departments.
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Fourth Inter-Institutional meeting of the DPAP Project  
Planning Cells at SPIESR, Ahmedabad - February 11-12, 1980

The following paper prepared by Prof. Kuldeep Mathur was presented for discussions.

PROJECT DESIGN AND STRATEGY  
- NEED FOR RE-EXAMINATION

1. The Project was designed for a three-year period with financial grants from the Government of India and the Ford Foundation. For various reasons, work was begun at different points of time in the districts. Earliest starting date had been March 1, 1978 though the preparatory work had begun from July, 1977. Thus, the period of the project was not uniform for all the districts and formally speaking, grants should end in some districts much earlier than in others. However, this can happen only if we treat the starting point of the Project from the date that IIPA has started disbursing funds to the district/link institute and not from the date Government of India sanctioned the grant and approved the Project.

2. Within this flexibility of the time frame, another issue is concerned with determining the point when the Project would be considered to have achieved its objectives. In terms of work output, the Project was divided into five phases with the final phase concerned with the preparation of manuals and guidelines, conduct of training programmes and finalization of a format for district plan. The effort was supposed to be directed at developing a scientific and technical basis for project formulation and implementation of projects. In this context, institutionalization of planning institutions, process and procedures was considered as the primary purpose of the project.

Institutionalization can mean acceptance of the District Planning Cells within the formal framework of district operations by the state governments. It can also mean establishment of capacities for more effective planning and implementation of district development programmes by the existing set of district officials.

The latter is consistent with present activities and their prospects. These include work on line agency projects as well as district plans through studies on project analysis and management. Training programmes imparting understanding of the planning process and skills in modern management techniques are also part of this effort. In several districts, there is evidence to show that it is possible to institutionalize problem solving capacities at the district level without institutionalizing the form of district cell. The planning and management, for example, water or livestock or pasture projects can be improved as a result of cell efforts, without necessarily requiring the continued existence of the cell itself. This may also be true in the case of improving the preparation of a credit plan. What is required is development of supportive patterns in the line agencies concerned.

To achieve this particular aim, therefore, there has been unanimous agreement in our various reviews that district level improvement of capacity and performance are unlikely to survive without sympathetic changes in the performance structures at the district as well as the state level. The capacities of implementation of district programmes obviously extend far beyond those of a district cell, but may require less new formal structure than is presumed. Having accepted that improved performance needs institutionalized support, the pertinent question is whether the institutionalization of the planning Cell at the district level is a necessary and sufficient requirement. From the experience in the districts, it appears to me that what is more urgently needed to support institutionalization of innovative methods and procedures is change in district through state level directives and changed expectations. Establishment of a planning cell may help in the process but this may not be necessarily so.

Thus, for the sake of argument, one can possibly draw a distinction between strategies concerned with institutionalizing improved capacities for district planning and implementation and those concerned with formalizing and strengthening the capabilities of the district cell. Both the strategies have been pursued in the districts. It is time some more thought is given to this issue in order to make choices, if any.

3. To my mind, there are some implications of the strategies that have been adopted. If the institutionalization of the district cell is considered the primary objective of the project then preparation of manuals, guidelines, district plan formats and formulating projects hold priority. For, one is then involved in demonstrating the utility and capability of a District Planning Cell to the State or Central Governments so that they can incorporate it in the formal district administrative system. This may require concomitant changes at the state level. Such an effort requires time because of its administrative implications and different demands on the project staff.

On the other hand, as has been pointed out above, district capability can also increase through increased awareness among officials and adoption of improved practices and skills. Most district cells have attempted to attain this objective by involving the district officials themselves in the analysis and studies that they undertake and support these officials professionally when they undertake the task of formulating projects. Some of the district cells have classified this activity as the development of "culture of planning" in the district. This effort is also time consuming.

An added characteristic of the above effort is that no specific time can be determined to mark the achievement of this objective. Officers may be transferred and improved capability be transferred with them. Some sectors may accept projects formulated through a collaborative effort but may not have the initiative of their own to continue project formulation. Consequently, an uneven picture may emerge where the district officials and not the professional of the district cell hold the key to success. Again, this requires intervention from a higher level than the district to create conditions of success.

Considering such implications of the strategies adopted, it is important to consider such questions like: What is the output of the project? How do you measure it? When does one consider that the project has been completed?

4. Another characteristic that has emerged in course of work in the districts is that the districts have not gone about achieving the objectives of the Project in the same way. When the project was envisaged, it was assumed that a single set of answers will emerge for all the districts in which the project operates. This assumption needs to be re-examined.

The district environments are different and the relative efficiencies of the system vary. In some, political institutions tend to share power and authority, in others they are practically non-existent. So when we set out, essentially we intended to improve the so-called "bureaucratic performance". We had assumed some sort of autonomy in and clear demarcation of planning and implementation function at the district level and placed it within bureaucracy. We are finding that this is not fully valid. The planning cells at the district are facing demands from quarters from which they were not expected or for whom they were not prepared. To that extent, some believe that work of the cell is "suffering". In other districts, work appears to be going on "smoothly" because the political factor does not loom on the horizon.

Whatever be the case, the pace of progress and the strategy adopted vary. Institutionalization takes on still different meanings. How does the District Planning Cell cope up with this issue? Does it respond to the demands of popular participation and work in such a way that planning and implementation of programme are more democratised?

5. Another characteristic that distinguishes districts and strategies that they have adopted is of different professional expertise available. Such professional expertise has helped to define the relative strengths of the cells. A district cell has made most efforts at institutionalizing planning function. Another has contributed most in improving line agency performance. Both have worked according to the objectives of the Project but have achieved different results. Therefore, no general answer may emerge. Each district may propose institutionalization appropriate to its administrative environment and cell expertise.



A major consequence of these differences is the need to re-examine the question of uniform output over all the six pilot districts.

In framing future strategy for each district and link institution, it may be productive to specify precisely which aspects of district performance are most responsive to project intervention and what specific steps are required at project, district or state levels to achieve sustainable improvements. The formulation of strategy would appropriately derive from focus on specific aspects of district performance.

6. If each pilot district has some different desirable strategy, are generalizations possible? Would following the best path for each district yield utility? Probably, generalizations can be drawn for parts of the districts' contextual conditions. We may have to look for condition specific generalizations. This may require greater effort in delineating the specific contexts in each district that make a particular type of intervention successful. In addition, we would achieve a diverse array of training materials, course design and planning models for selected application in the varying circumstances of different states and districts and possibly some guidelines when different pieces of the array can be applied.

In sum, the project's initial design perhaps assumed more similarity among districts than actually exists. We have little reason to believe now that the same intervention can be productive in each case. Project experience suggests the opposite. Each district calls for its own approach.

7. We are approaching the end of about two years of project work in some districts. It is necessary to re-examine the project design and strategy. This would aid in project evaluation by the institutions that have sponsored the project and also help us in setting clear directions for the future.

### PROCEEDINGS:

Fourth Inter-Institutional meeting of DPAP District Planning Project was held at Ahmedabad on 11-12 February, 1980. It divided its discussion into two parts. First, it sought to assess the progress made so far, and to re-examine the strategies of the project. In the second part, it discussed the actual work done in the district so as to deliberate on the methodology used for the purpose. Towards the end of meeting, consensus on certain issues emerged.

### RE-EXAMINATION OF PROJECT STRATEGY

Formally, the project is coming to an end on March 31, 1980. This is because both the Ford Foundation and the Government of India made their grants available from 1977. However, for all practical purposes, the work on the project did not begin till a year later i.e., till March 1978. Therefore, it was suggested that the project schedule be suitably changed.

A characteristic that has emerged in the course of work in the districts is that all of them have not gone about achieving the objectives of the project in the same way. This has happened because the district environments are different and the professional expertise available in the districts is not uniform. Consequently, pace of work and the type of work vary. The result is that there is a need to re-examine the question of uniform output from all the districts. Further, it was suggested that it is necessary for each district and link institute to identify precisely those aspects of district performance which are most responsive to project intervention and also what steps are required at project, district and state levels to achieve sustained improvements.

The relationship of the District Cells with district administration and state governments has also varied. This also raises questions regarding the institutionalization of district cell in the formal system.



In this context, views were also expressed regarding the pattern of work to be followed in the final phase of the project.

After extended discussion, the following points of agreement emerged:

1. The date of termination of the project should be considered March 31, 1981 or the end of three years from the time funds were disbursed to link institute/District Cells.
2. Increasing efforts should be made by the link institutes and the district cells to present the implications of the action research studies completed to the state governments and district administration. Efforts must be made to demonstrate the utility of the location of such professional expertise at the district level to provide support for district project planning and implementation. In the next six months, some seminars and meetings could be held to make a beginning in this direction.
3. Such interaction should also lead to the definition of the scope of the work of the District Cell.
4. It was also recognized that all the districts do not have to follow the same strategy of work or conduct similar studies. Each cell can follow its own path, however, professional expertise could be exchanged to help develop studies in a district where such expertise is not available but studies are required.
5. Each district cell/link institute needs to identify areas and personnel for exchange and IIPA could help in co-ordinating it.
6. For improving district capability, manuals and guidelines for better performance need to be developed in the areas where studies have been completed.
7. This effort could also lead to more focussed training programmes to impart skills at the district level. The training material also needs to be developed for use when cells might be established in other districts later.

8. For purposes of wider dissemination of studies, it was agreed that a publication programme be explored. It was further agreed that the IIPA could take first steps in this direction and get studies chosen by the districts/link institutes, reviewed by experts outside the project.
9. The Newsletter, it was felt could be continued so that the awareness about cell's work is created among the district officials and method of exchange among District cells and link institutes is established.

### REVIEW OF STUDIES

The work done by different cells in the last one year was discussed both from the point of view of methodology emerging from the studies for project and district planning and their usability for the District administration system.

### Panchmahals

The efforts of the cell have been concerned largely with developing the Watershed based planning methodology for special programmes in the district. Besides this, block profiles, study on adoption of new technology by tribals, project formulation for minor irrigation etc., also have been undertaken by the cell. The experts of the link institute have been intimately involved with the cells work and a preliminary study has been made by them aiming at developing the ways to identify early signals of drought for planning scarcity measures. State Governments have taken keen interest in cell's work and the plans prepared by the cell in collaboration with DPAP are being given a serious trial.

### Jodhpur

After completing preliminary studies in pasture development project, an innovative project was formulated for taking up pasture development on private lands. It was formulated for taking up pasture development on private lands. It was hoped that mid-term corrections suggested through this note would help the district administration in improving upon the earlier guidelines. State Government has accepted some of the suggestions emanating from the Cell's work. Resource inventory and IRDP plans have also been finalised by the Cell.

### Ramanathapuram

Apart from the link institute, the district collector and state government representative also participated in the discussion. Though a full time project economist has yet to join, the work had already started in full swing by the link institute by way of developing resources inventory and project management studies through its own experts.

### Central Cell - IIPA

The scope of the studies had been widened in the last year to include "SOFT WARE" aspects of credit delivery and utilization etc. The ecological dimension has been added to the regional and economic analysis of formal and non-formal credit in one of the districts. Mapping of village level resources along with the institutional credit has been found a useful tool by the district administration for monitoring the allocation of resources to different locations to reduce regional imbalances. This will also facilitate agriculture credit project formulation. The process of communicating new technology to the farmers has been studied so that the delivery of credit input and advice could be effectively synchronised. Note on Watershed Management dwelt upon the organisational and implementation issues. Numerous farmer

profiles have been developed to relate farmers response to project implementation particularly in case of Dairy sector in order to examine ways in which people's participation can be institutionalised. The studies have evoked keen interest in Reserve Bank, A.F.C., and other policy planning and research bodies.

### Mahendragarh

A study of minor irrigation project began last year, was completed to assess the effectiveness of project in raising the income of project users. Small cases have been developed e.g., in artificial insemination of cattle, sheep and wool project, dairy project implementation etc., to illustrate the entire process through which the project is implemented in the district so that the lessons for developing guidelines and manuals can be drawn. Applicability of network techniques in Dairy, Minor Irrigation and Watershed projects has also been demonstrated. The District Administration is taking keen interest in the work that is being done in the district through the cell.

### Purulia

The study of the dug well project implemented by DPAP, completed by cell has generated interest at district and state level. The delays in project implementation were expected to be controlled through the outlining of bottlenecks at each stage of project implementation. A note on agriculture economy of the district has provided perspective in which despite tremendous developmental potential, the backwardness of Purulia has not been reduced much. The cell has already undertaken to develop the resource inventory and to study the monitoring system of project implementation. Cell is currently engaged actively in formulating projects in collaboration with sectoral officers.

### Kurnool

Due to an action research seminar going on in the district at the time of meet both the link institute and cell staff could not participate in the meeting. The Cell has followed 'counter part' approach for undertaking various process studies of the project implementation. The insights gained through this method, it is hoped would be of considerable significance in writing manual and guidelines which the link institute proposes to take up in the later half of the year. The major emphasis currently is to complete the integrated area plan for the district suggesting priorities for different sectoral projects. Other exercises being conducted by the cell include block level plan, study of development of dry land agriculture, study of financial management, planning for fisheries development, implementation plan for irrigation project, process and impact studies of IRDP project and transfer of dry land technology etc. The cell is also engaged in developing a model watershed implementation plan besides designing monitoring system for agricultural development programmes. The link institute has been able to get good cooperation from state government and district administration through its various action research exercises. A comprehensive district plan frame is expected to emerge along with the action guidelines for its implementation.

### Summing Up

Discussion on two of the studies attracted major attention viz., the Watershed based district planning attempt at Panchamahals and the Project design frame emerging from micro-level credit planning exercises at Central Cell, IIPA. It was felt that the methodological issues in cases of watershed based planning have wider application and so needed to be revised and tested. One way suggested was that this project with necessary changes regarding ranking, weightage and prioritisation etc., necessary in data and region specific contexts, could be attempted in other districts also, through the exchange of expertise. Likewise the studies done in credit planning at district, block and village level



might be utilised in other districts to test and improve the applicability of methodology. The project design perspective emerging from this study will help in making the neglected sectors and spaces in rainfed district bankable in absence of which the project lending is either not taking place at present or is contributing towards increasing regional imbalances.

It was agreed that IIPA will coordinate the exchange of above experts in addition to that of the pasture specialist at Jodhpur who was needed for some time in Panchmahals, Purulia etc. In the last phase of the project such exchanges will help in vigorous use of the available expertise. This apart the experience of inter-district exchange would also help to identify difficulties that could be anticipated in transferring and generalizing an experience.

Link institutes are expected to communicate the experiences of Cell's work to state government so that confidence in possibility of change through intervention at district level with the higher support in the given system is created. The resource and institutional heterogeneity of different project districts has highlighted the need of area specific interventions. Thus the guidelines for planning at district level will have to provide for this type of variation in a consistent and replicable perspective. This essentially is the task in the last phase of the Project.



List of Participants in the Fourth Inter-Institutional  
Meeting of DPAP District Planning held at Ahmedabad  
(February 11-12, 1980)

1. Dholakia, R.H., Associate Professor, SPIESR, Ahmedabad.
2. Govindarajan, O.A., Under Secretary, Government of Tamil Nadu, Madras.
3. Gupta, Anil K., (Credit Management Specialist), IIPA, New Delhi.
4. Iyengar, Sudarshan, DPP Cell, Panchmahals.
5. Jain, H.K., (Pasture Management Specialist), DPP Cell, Jodhpur.
6. Jayapandian, Dr., IMFR, Madras.
7. Jayaramanan, Project Economist, DPP Cell, Ramanathapuram.
8. Joshi, K.N., Dy. Secretary, GAD (Planning), Government of Gujarat.
9. Mathur, Kuldeep, Project Co-ordinator, Central Cell, IIPA, New Delhi.
10. Mukherjee, Pankaj, DPP Cell, Purulia, (West Bengal)
11. Nair, Madhavan, Collector, Ramanathapuram.
12. Nath, Pradosh, DPP Cell, Purulia (West Bengal)
13. Sharan, Girija, Sr. Fellow, ICSSR.
14. Singh, B.D., IIPA, New Delhi.
15. Subramanian, K.K., Director, SPIESR.
16. Upadhyaya, J.N., DPP Cell, Mahendragarh.

DISTRICT PLANNING PROJECTIndian Institute of Public AdministrationList of Enclosures

1. Project Design and Strategy - Need for Re-examination (Kuldeep Mathur).
2. Progress Review 1979 Action Plan 1980-81.
3. Action Points - Monitoring of District Planning Project (December 1979).

Central Cell - IIPA

4. Management Issues in Watershed Development in Arid Regions. (Anil K. Gupta)
5. Communicating With Farmers (Anil K. Gupta)
6. Micro-level Issues in Rural Credit Planning (Anil K. Gupta)
7. Cases in Farmers Response to Dairy Project Implementation (B.D. Singh)

DPPC - Mahendragarh

8. Standard Implementation Plan for a Dairy Project (B.M. Naik & Ashok K. Gupta)
9. Project Management with Networks - Krishnawati Bund (B.M. Naik & Ashok K. Gupta)
10. Cases in Project Implementation - Sheep Rearing (A.K. Chhibber)
11. Cases in Project Implementation Artificial Insemination (Milch Cattle) (R.K. Khanna)

12. Implementation of Minor Irrigation Scheme (A Study of Potential and Problems) (J.N. Upadhyaya & A.K. Chhibber)

13. Block Profile of Kanina District - Mahendragarh

DPPC - Jodhpur

14. Position Paper - District Project Planning Cell, Jodhpur.

15. Pasture Development on Private Land (H.K. Jain & B.R. Joshi)

16. Sheep and Pasture Development Project - Monitoring and Feedback for Mid-term corrections (H.K. Jain & B.R. Joshi)

DPPC - Purulia

17. Administrative Structure of Purulia District - District Planning Cell (Pankaj Mukherjee)

18. DPAP Dug-well Sessions - A Study of DLCC Meeting (P. Mukherjee, A. Sarkar & S. Chakravorty)

19. A Profile of Agricultural Economy (Pradosh Nath)

20. Execution Process of Dug-well Construction under DPAP - Purulia -- A Case Study (Pankaj Mukherjee, A.S. Sarkar & S. Chakravorty)

DPPC - Panchmahals

21. Position Paper - DPPC Panchmahals

22. Project Plan for Agriculture Demonstration Plots (5) for Summer Groundnut in Dohad and Lunwada Talukas

23. Some Physical Characteristics of Drought in Panchmahals (G. Sharan)

24. Project Proposal Study Reports Series - DPPC, Panchmahals Identifying a Pasture Management Specialist for Panchmahals (H.T. Patel)

25. Financing the Summer Groundnut in the Panchmahals District (S. Iyenger)
26. Area Profile of Limkheda - Summary (H.T. Patel and A.M. Naik)
27. Planning for Special Programmes at District Level - An Exercise in DPAP Planning Panchmahals (S. Iyengar & R.H. Dholakia)

Kurnool - District Project Planning Cell

28. Distribution of Two Milch Animal Units - A Study of Process and Impact.
  29. Sheep Units Distribution Programme under DPAP - An Analysis of Process and Impact.
  30. Bench-Mark Survey on Dryland Agriculture Practices among the Farmers of Dhone Block.
  31. Project Appraisal of New Projects - Agro Service at Serivel and Laldurgam.
  32. Block Plan for Atmakur with Special Reference to Employment Generation.
  33. Management Plan for Minor Irrigation Project.
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**Proceedings of the Fifth Inter-Institutional Meeting  
of the DPAP District Planning Project held at the  
Institute for Financial Management and Research (IFMR),  
Madras on September 22nd & 23rd, 1980**

The Fifth Inter-Institutional Meeting of the Project was convened at IFMR, Madras, to consolidate the experiences of more than two and a half years of the action research pursued to explore the dynamics of district planning. Shri T.N. Chaturvedi, Director, IIPA, while inaugurating the meeting, traced the history of the project and outlined the basic issues that participants needed to examine during their deliberations.

Shri Chaturvedi felt that while explorations of this type could not really be said to have any terminal point because of the continuous changes in the social, administrative and economic realities, still it would be worthwhile at this stage to identify the framework within which experience could be conceptualized. This framework would also be relevant for deciding what exactly has to be left behind as project output in the project districts, in addition to identifying the focus of future research.

Shri Jayapandian, Co-ordinator for the Ramanathapuram District Cell at IFMR, the host Institute, welcomed the guests. He hoped that the review of progress of the project would be particularly helpful for two District Cells, i.e. Purulia and Ramanathapuram, which have started late and had yet to forge out their strategies for work in the districts.

The note prepared by the Project Co-ordinator, Prof. Kuldeep Mathur of the IIPA, summarised the strategy followed for experimenting the institutionalisation of planning interventions in various districts. It also dealt with the location, functions and status of District Planning Cells. The importance of developing manuals or guidelines legitimising the role of cell in monitoring and concurrent evaluation was also highlighted.



Shri Madhavan Nair, Collector, Ramanathapuram, in his welcome address expressed the hope that deliberations at the meeting would try to synthesise major implications of strategies of action-research pursued in different districts as outlined by Prof. Mathur. He felt that this would help in delineating the exact output of the project for which each cell was to concentrate its energies in the remaining period of the project.

In regard to the status of the Project, it was realized that the project started in 1977, but actual grounding of cells in the four districts could be done only in March 1978 necessitating thereby the extension of the life of the project by another year so as to make up the loss of first year, i.e. 1977-78. It was agreed at the meeting that the project will formally end in March 1981 with regard to four districts i.e., Jodhpur, Mahendragarh, Panchmahals and Kurnool; for the other two districts, viz. Purulia and Ramanathapuram, the termination date will be March 1982.

Later Prof. Mathur convened the Coordinators' meeting to decide the work schedule for the remaining six months of the project. Details of the meeting are given in the Annexure. Major consensus was that cells and the link institutes for four districts would try to complete the drafts of manuals and guidelines by the end of November. Also, the link institutes would finalise the individual progress reports, to be later synthesised into a common project report by Prof. Mathur at IIPA. This Report would be submitted to the Government of India and the Ford Foundation. Simultaneously, the explorations regarding institutionalisation of District Cell will continue at the level of link institute.

#### Progress Review

While the need of District Planning Cell and idea of developing guidelines was accepted by all the participants, the exact style in which these objectives were to be achieved was perceived differently by them due to the district specific ecological conditions and administrative environment. The issue that was brought into sharp focus



was, whether an experimental project of this type involving action and research could, within the given period, develop universally applicable guidelines or model of district planning. It was accepted, therefore, that the way district planning cells were institutionalised or the kind of guidelines developed will have to be context-specific. The experiences of actual studies in specific districts will have to be formalized and validated within these districts. That the ecology of an area has an important bearing on the administrative procedures and planning processes has been an important lesson of our project. Thus, effort was made at the meeting to consolidate the work done regarding modalities of setting up District Planning Cell, development of manuals and guidelines for project planning, resource inventory, and planning for rural credit and support system.

Detailed discussion took place on the modalities of developing manuals and guidelines and institutionalization of district planning cell in the district administrative set up. The session on "Preparation of Guidelines and Manuals - Purpose and Format" was chaired by Shri Diljeet Aurora. The session on "Institutionalizing District Cell" was presided over by Shri L.D. Kataria. Summary of discussions follows.

#### Implications of Studies

The studies done by the District Cells were reviewed from the point of view of drawing implications for change in planning and implementation procedures.

#### Jodhpur

The studies in Pasture Management attracted major attention of District Administration. Some of the schemes prepared by the Cell were not only appreciated but also approved by the State Government for implementation in the district. Some of the implications of the pasture studies were: Design of sheep and pasture development project changes both in the technical as well as the organizational aspects. A

subsequent study for monitoring the pasture development revealed that in the arid regions pasture development work could not be restricted only for the benefit of small farmers and that too on the panchayat lands only. Work on private lands under pressure of erosion belonging to all types of farmers will also have to be undertaken. The cell was engaged in developing manuals and guidelines for pasture development and minor irrigation projects.

#### Mahendragarh

The work in the district concerned the development of resource inventory and identification of implementation gaps in various schemes of minor irrigation, animal husbandry sectors etc. The other investigations have been pursued in the field of Credit Planning directed from the Central Cell. The suggestions emanating from the studies have been given serious attention by the District Administration.

#### Panchmahals

Work in the district was largely concentrated in two directions - one aiming at developing the comprehensive district plan for DPAP so that the methodology evolved could be tried by the implementing officials of all the sectors, the other being concerned with experimenting with innovations through new schemes in various individual sectors. Certain diagnostic studies were also conducted to draw relevance of management interventions for improving project design and implementation. The cell's work has been appreciated by the State Government as well as the District Administration. The guidelines and manuals are being developed for some of the key sectors, like minor irrigation, sericulture, etc.

Kurnool

The counterpart approach followed in this district seems to have given good results the cell. The professionals in the Cell worked with the respective sectoral officials and tried to identify gaps in design and implementation of projects. Subsequently, this team worked on writting draft manuals. These manuals would later be tested out in intra-district and inter-district workshops. The link institute and the cell have been able to get all the necessary support from the State Government for authorising the officials to be involved in this task.

Purulia

The Cell has picked up more work since the recent recruitment of some more professionals. Some of its studies in poultry, minor irrigation etc. have provoked district officials to think afresh about their procedures and systems. The State Government has started using the Cell to monitor and formfulate new schemes. It is hoped that the cell would be able to build up sufficient knowledge of project planning at district level so as to develop manuals and guidelines at a later date.

Ramanathapuram

The Cell has been able to build up very good rapport with the District Authorities so that the initial studies by the Cell have been given a fair trial by the implementing officials. Some of the area specific schemes have not been included in the DPAP programme for which the Cell has been trying to develop a case for inclusion. The Cell hopes to gain sufficient insight in planning and implementing projects through various on-going studies.

### Credit Planning

Studies in Management of Rural Credit and Support System at district level were conducted at the Central Cell at IIPA. While review of credit plans and conditions was done in three districts, i.e. Jodhpur, Panchmahals and Mahendragarh, the field work was concentrated in Mahendragarh District only. The implications of the studies have largely been in regard to the monitoring of spatial aspect of credit flow and need for a correspondence between ecological, regional and sectoral approaches to credit planning. The resource and credit mapping done under the project have been found extremely useful by the District Administration for area demarcation amongst different financial institutions. The studies in communication and project implementation, particularly dairy, have revealed the importance of monitoring social effects of projects continuously rather than emphasising on speed or efficiency of project output delivery regardless of places and the people. The credit planning studies have been particularly useful for demonstrating the dimensions of micro level regional imbalances taking place, not inspite of but because of various planning interventions at district level. The manuals and guidelines are being developed.

Some of the other issues that came up at the meeting are summarised below:

#### 1. District Planning Cell -- Function and Scope

Having accepted district as the planning unit, the success of the cell, it was realised, largely depended upon the interest that State Government took in staffing cells professionally and using them for monitoring and evaluation purposes. The role of Link Institute in this regard became very crucial because it was the expertise at their level which guided the activities of the cell and, in turn, determined its acceptability in the district system. It was agreed that the cell will have to concentrate on developing data base, providing a forum for information exchange and feed-back amongst various sectoral officers, installing the monitoring and concurrent evaluation system to strengthen



the decision-making process at Collector's level, etc. In addition to these roles, the cells will also need to influence planning culture in the sectoral departments so that inter-sectoral linkages, needed at implementation level, become a part of project planning exercise itself. This, it was hoped, would reduce reliance on coordination mechanism for ensuring success of rural projects, which by definition are multi-sectoral. The Collector, through monitoring of these linkages rather than sectoral activities, may contribute towards strengthening of management culture and ethos of group working for a common purpose. Depending upon the administrative system in the district, the issue of location of the cell would have to be decided. For example, it was repeatedly mentioned that the DPAP was one of the many programmes being implemented in the district and thus, to influence the total planning process, cells will need to be connected with Collector's office. However, wherever institutions like District Development Board of DPAP Agency or Zilla Parishad existed, the cell's location may have to be differently worked out. Regarding professional strength of the cell, it was felt that the cell could not be staffed with as many professionals as the sectoral departments functioning in the district. Only those functions that strengthen the monitoring and evaluation activities of the cell need to be strengthened whereas the sector-specific expertise could be drawn upon from the sectoral departments only.

It was felt that cells will have to contribute consistently towards the institutionalisation of monitoring and evaluation activities as inalienable features of planning in various sectoral departments if any lasting changes were to be brought about.

The differences in the perception of collector, agency, cell and link institute regarding the location of cell conveyed one essential feature of this project, i.e. any institutional addition to be accepted at district level will have to somehow meet the expectations of different sub-sets of the district system, if the institution has to be viable, effective and of any consequence. The linkages of the district cell with the State planning machinery were argued as very relevant for bringing in adequate seriousness among the sectoral departments at

district level for using the resources of the cell. Furthermore, the studies have shown that decisions at State level have an important bearing on the functions of various departments at district level. While projects will continue to be planned in the sectoral schemes, monitoring within the sector or among the sectors can certainly be improved with the advantage of the cell. Some felt that linkages with the State Planning Board might make the cell less effective vis-a-vis Collector's office.

The experiences of the district cells have shown that a very great amount of heterogeneity exists within and between the districts ecology requiring different strategies of planning and types of monitoring indicators to be really effective. Thus the implications of this experiment, as far as the location of the cell is concerned, are that when such diversified approach of interventions has been adopted within the six project districts, it was inconceivable as to how similar set up could be equally effective in all the districts of the country. Thus, inter-district testing and inter-state testing of the cell model emerged as an important area of further research.

The studies have also highlighted that in some cases interventions can be made and institutionalized through the efforts of the link institute without actually locating the expertise in the cells. This brings into focus the relevance of involving regional research institutions and universities in the task of district planning much more thoroughly than attempted hitherto.

## 2. Manuals and Guidelines for Project Planning

It was recognised at a fairly early stage in the project that while district planning constituted the real task of the cells, beginning would have to be made through specific studies of sectoral projects. Thus, in the first year of the project, numerous case studies were developed in the field of minor irrigation, dairy, pasture, sericulture, dry farming, communication and agriculture extension, credit planning, farmers' response to project implementation, watershed planning, etc.,



etc. Many of these studies evoked keen interest not only at the sectoral level in the districts but also at State level and in specialized technical organizations like Reserve Bank, etc. The next task that link institutes took upon themselves was that of experimenting whether the insights obtained through these studies could be institutionalized in the concerned department or institution. At this stage it was realised that many changes at district level required intervention from State level or above. This was also recognized during the process of interaction with district officials for making action-interventions and generating data for guidelines and administrative framework by only aggregating the individual sectoral projects. As the project is likely to terminate in March 1981, the major task before the link institute, it was agreed, was development of guidelines or manuals which could be left behind in the project district. Later, discussions at State level or above can be initiated to see, whether some of these guidelines with suitable modifications, could be adapted in some of the districts in the country.

Some of the other issues that emerged in the course of discussion are:

- i. Manuals and guidelines would be accepted by district officials only if they did not increase their work-load.
- ii. The existing guidelines in form of circulars etc. will have to be adequately taken into account in the new guidelines.
- iii. Guidelines should also include checklists for various planning activities.
- iv. Wherever possible, illustration should be given to suggest how a new change is to be effected and why?
- v. The feasibility, optimality and desirability distinctions should be neatly drawn in the discussion given in guidelines. They should not raise expectations of achieving something that the theoretical basis of given planning system and the available institutional designs is not capable of achieving.

- vi. Once the practicability of these guidelines is ensured through rigorous discussion at district level, explorations with the State authorities may be begun to see, how far suggested changes can be absorbed in the given system.
- vii. Working out social, economic, administrative implication of each change in detail would help in arguing the case of institutionalization.
- viii. Guidelines will also have to tackle the questions of returns to the project vis-a-vis returns from project in differently endowed regions and to various classes of farmers.
- ix. Inter-sectoral linkages necessary for implementing a sectoral project will have to be documented in the guidelines themselves.
- x. The monitoring indicators that can help in monitoring the linkages and their effects may also need to be developed so as to integrate individual sectoral pursuits of target group and area development.
- xi. The guidelines will have to appropriately account for budgetary linkages leading to physical relationship amongst the projects within a sector and between the sectors.
- xii. At first stage, specific guidelines will have to be developed, later on IIPA may attempt the development of general guidelines.

### 3. Credit Planning

The specific studies in credit planning at central cell began with review of credit conditions and plans in three of the northern districts, the detailed explorations have continued however in only one district. Since the DPAP financing constitutes only a small portion of total institutional financing, the study included all types of financing by the commercial and cooperative banks. It was realized that the

sectoral and spatial characteristics of credit flow on a temporal frame were largely determined by the ecological conditions of the district. The better-endowed regions cornered credit meant for comparatively semi-arid or arid regions. The issue of micro level imbalances between different spaces and classes of farmers inhabiting these spaces appeared as most crucial. Thus the studies concentrated on developing methods that could properly integrate ecological, regional and economic dimensions of development in the district. Within the given system, spatial monitoring of portfolio lending of banks vis-a-vis specific characteristics of district appeared as a major means of taking gains of DPAP and other projects to the needy areas and groups.

The interventions for area demarcation among various institutions have been institutionalized by using credit and resource maps of the district. The planning and prioritization of projects also became more reasonable by taking into account the existing level of resources vis-a-vis the institutional lending in these areas.

The guidelines would have to be worked out for synthesising the experiences of above interventions taking into account various features mentioned earlier. Studies in working out viable projects for non-viable farmers have revealed that the methods of merely working out uni-enterprise projects for farmers in risky and uncertain environment of semi-arid regions where farmers are simultaneously engaged in several enterprises may not work. Thus, the proposed guidelines would have to provide for such inter-sectoral adjustments in project design frame as can take care of, on one hand, the given level of deficits in the budgets of poor farmers (due to frequent drought etc.) and on the other insure them against future risk adequately.

It was agreed that the performance of formal and informal credit markets simultaneously influence the performance of various sectoral projects and thus public works programmes and various relief measures will also have to be integrated within planning system in these districts.

The guidelines will require intensive discussion at the level of Reserve Bank and Head Offices of leading commercial banks before deliberating on the possibilities of their institutionalization in district system. The theoretical basis of regional planning models frequently practised universally in different districts will also need to be explored further so as to serve the equity and efficiency objectives of planning.

#### 4. Training

It was realized that various project districts have not been able to undertake many training programmes in their respective districts. The task of identifying training needs - at various levels in different sectoral departments - has also remained largely unattended.

In view of the time cells must have taken in gaining confidence about the change strategies emerging through numerous studies, slackness in conducting training programmes, it was argued, was understandable. However, it was agreed that in the remaining period of the project, each cell would have to identify the training needs and attempt the development of guides and manuals for imparting at local level. The case studies and their conceptual derivations will need to be adequately worked out so as to enable district authorities to effectively use the training manuals/guidelines. The information gaps would have to be identified as existing in the given system of communication channels. These gaps might become more prominent if project planning guidelines entrust the officials with additional responsibilities. Thus, while project manuals may describe the tools and techniques, training manuals will largely concentrate on their how-to-do-it aspect.

Thus, the consensus at the meeting emerged towards the acceptance of relevance of district planning cell. It was agreed that these cells could add to the administrative efficiency of planning, monitoring, coordination, review and evaluation functions performed at district level in Collector's office or in sectoral departments. These capabilities of the cell largely depended upon the professional



expertise available in the cell, interest taken by State Government in providing sanctity to the institution and the development of manuals and guidelines which will convince the sectoral officials of the utility of cell. The training and updating of data base appeared as another important function of these cells.

It has been realized that the tie-up of cell with the link institute has proved quite effective and could also be considered as an essential feature of future setting up of similar cells. The training of cell's personnel and review of guidelines themselves require setting up of a high level body which can constantly strengthen planning functions at micro level. The ultimate test of these guidelines and manuals will be, the correspondence their provisions have with dynamic ecological conditions in different districts. It was agreed that there existed scope of further research in exploring ways of diversifying and universalising the lessons of this three-year pilot action-research project.

A list of participants and the papers distributed at the meeting, are enclosed.

ANNEXURE

**Minutes of the meeting of the Coordinators  
held at IFMR, Madras on September 23, 1980**

1. During the Coordinators' meeting at Madras, it was felt that in the remaining period of the Project, a time-bound schedule of the tasks, needs to be drawn up. This will facilitate the completion of the preliminary work which would then become a basis for detailed discussions to be held with the State as well as Central level authorities.

2. The preliminary note prepared by the Coordinator, Prof. Mathur was discussed and the format was, by and large, accepted. It was suggested that, based on the individual experiences, a status report needs to be prepared giving the implications of studies, the administrative changes required at district level or above, policy implications, etc. Coordinators at the link institutes agreed to prepare draft reports for their respective districts, which will later be integrated into a single document at the IIPA.

3. It was agreed that more time now will have to be spent on developing guidelines/manuals for project planning basing them on the sector-specific studies actually conducted by each cell. These guidelines will need to be validated by the concerned district officials. For the purposes of exploring the applicability of these guidelines in other districts, they could be circulated amongst the different cells for field testing.

The guidelines for credit planning developed in one district may be likewise tested in other districts. The institutionalization of these guidelines may require discussions not only at State and Central level but at the Reserve Bank and Commercial Banks' Head Offices level as well.



4. Once acceptance of the said guidelines is obtained from the district administration and technical bodies, the link institutes may then explore the possibility of their acceptance at the state level by initiating further discussions with appropriate authorities.

5. It was agreed that some of the reports prepared in project could be published. The Coordinators at link institutes could identify some of these studies that they think have wider relevance. These selected studies could be sent to referees by the IIPA, or the link institute for ascertaining their academic worth so that the project output has wider dissemination. The publication of the studies could be done under the auspices of the IIPA.

6. Later, some of these selected studies could be discussed at a seminar to be organised either at IIPA or at one of the link institutes, so that the conceptual implications of specific studies and research methodology evolved during the project could be further refined by the comments from knowledgeable academicians/practitioners of the country.

7. The calender of activities tentatively decided at the meeting was:

- |  |                   |
|--|-------------------|
| i. The submission of draft report<br>giving implications of studies<br>and status of the Cell by each<br>link institute. | November 1st week |
| ii. The choice of studies and<br>finalisation of manuals   | December 1st week |
| iii. Compilation of common Project<br>Report by Prof. Mathur after<br>including each Cell's Report.                      | December 1st week |

8. A meeting of the Coordinators will be organised at the IIPA in the second week of December, 1980 to discuss the draft project report prepared by the Coordinator at IIPA. The guidelines and manuals etc. would also be discussed at this meeting so that the process of inter-district exchange may begin right at this stage.



FIFTH INTER-INSTITUTIONAL MEETING OF THE DPP CELLS

AT IFMR, MADRAS (September 22-23, 1980)

List of Participants

- |   |   |
|---|---|
| 1. Shri Aurora, D.<br>Vice-Chairman and<br>Managing Director                      | The AP Dairy Development Corporation Ltd.,<br>Lalapet, Hyderabad-500789.        |
| 2. Shri Bhale Rao,<br>Deputy Secretary to<br>Government                           | Forests & Rural Development,<br>Hyderabad.                                      |
| 3. Prof. Bhattacharya, M.<br>Head of the Department of<br>Political Science       | University of Calcutta,<br>Calcutta-700073.                                     |
| 4. Shri Chakravarthy Reddy, D.<br>Assistant Director<br>(Statistics & Management) | District Project Planning Cell,<br>DDA (DPAP), Kurnool, A.P.                    |
| 5. Shri Chaturvedi, T.N.<br>Director  | Central Office, IIPA.   |
| 6. Shri Chidambaram, G.<br>Director   | Department of Evaluation and Applied<br>Research, Govt. of Tamil Nadu, Madras.  |
| 7. Shri Chidambaram, S.<br>Consultant   | RDPA, Madurai-20.   |
| 8. Shri Deep Joshi,<br>Programme Associate  | Ford Foundation, 55 Lodi Estate,<br>New Delhi-110003.                           |
| 9. Dr. Dholakia, R.H.   | M.S. College, Baroda.   |
| 10. Shri Govindarajan, O.A.,<br>Under Secretary                                   | Agriculture Department, Government of<br>Tamil Nadu, Fort St. George, Madras-9. |
| 11. Shri Gulati, N.K.,<br>Project Director  | DPAP and District Planning Cell,<br>Narnaul.                                    |
| 12. Shri Anil K. Gupta  | Central Office, IIPA.   |
| 13. Shri Hanumantha Rao,<br>Assistant Professor                                   | IFMR, Madras-600034.  |
| 14. Dr. Jain, H.K.,<br>Management Specialist<br>(Pasture)                         | DPP Cell, District Development Agency,<br>Collectorate, Jodhpur-342008.         |

15. Dr. Jaiswal, N.K.,  
Director  
(Extension & TOT)      National Institute of Rural Development,  
Rajendranagar, Hyderabad-500030.
16. Shri Jayapalan, A.M.,  
Credit Planning Officer      DPAP, Madurai.
17. Shri Jayapandian, S.,  
Associate Professor      IFMR, Madras-600034.
18. Shri Jayaraman, K.M.,  
Project Economist      Ramanathapuram District Planning Agency,  
Ramanathapuram, Collector's Office at  
Madura, Madurai-625020.
19. Shri Kadirvelu, S.,  
Project Economist      Drought Prone Area Programme,  
Madurai.
20. Shri Kandasami, V.,  
Project Economist      Dharampuri District Development Corpn.,  
Dharampuri.
21. Shri Kataria, J.D.,  
Commissioner & Secretary  
to the Govt. of Haryana      Agriculture Department,  
Chandigarh.
22. Prof. Kuldeep Mathur,  
Co-ordinator      Central Office, IIPA, New Delhi.
23. Shri Madhvan Nair,  
Collector, Ramanathapuram  
at Madurai, Ex-Officio  
Chairman.      DPAP and District Planning Cell,  
at Madurai, Madurai.
24. Shri Mathew, John B.,  
Assistant Professor.      IFMR, Madras-600034.
25. Shri Mohan Rao, M.J.,  
Assistant Director      Kurnool Action Research Project,  
DPP Cell, DPAP, Kurnool.
26. Shri Muthiah, Y.  
Project Officer      DPAP Agency, District project,  
Planning Cell, Kurnool Distt.,  
Kurnool.
27. Prof. Pathak, Pravind G.,  
Reader      Sardar Pael Institute of Economic &  
Social Research, Thaltej Road,  
Ahmedabad.
28. Shri Ponnuswamy, R.,  
Deputy Secretary      Agriculture Department, Govt. of  
Tamil Nadu, Fort St. George,  
Madras-9.
29. Shri Pradhan, I.K.,  
Collector      DPAP, Panchmahals, Godhra.

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|--|--|
| 30. Prof. Ramamoorthy, V.E.<br>Deputy Director                                   | IFMR, Madras - 600034.   |
| 31. Shri Rajput, J.S.<br>Project Officer   | DPAP Agency, Panchmahals, Godhra.  |
| 32. Shri Sharma, S.D.<br>District Development Officer<br>and Ex-officio Chairman | District Project Planning Cell,<br>Godhra, Panchmahals, Dt., Godhra.           |
| 33. Shri Singh, R.M.<br>Assistant Director                                       | DPP Cell, DPAP, rnool.   |
| 34. Shri Siva Ananda Rao, N<br>Assistant Director                                | DPP Cell, DPAP, Kurnool.   |
| 35. Shri Sudarshan Iyengar,<br>Project Officer                                   | DPP Cell, 'Ishwar Kripa',<br>Near Krishna Cinema, Godhra - 389001,<br>Gujarat. |
| 36. Shri Sudan, M.L.   | Central Office, IIPA.  |
| 37. Shri J.N. Upadhyay   | Central Office, IIPA   |

1. The first part of the report is a general introduction to the subject of the study.

2. The second part of the report is a detailed description of the methods used in the study.

3. The third part of the report is a discussion of the results of the study and their implications.

4. The fourth part of the report is a conclusion and a list of references.

5. The fifth part of the report is a list of appendices and a list of figures.

6. The sixth part of the report is a list of tables and a list of footnotes.

7. The seventh part of the report is a list of references and a list of acknowledgments.

8. The eighth part of the report is a list of figures and a list of tables.

9. The ninth part of the report is a list of tables and a list of footnotes.

10. The tenth part of the report is a list of references and a list of acknowledgments.

11. The eleventh part of the report is a list of figures and a list of tables.

12. The twelfth part of the report is a list of tables and a list of footnotes.

13. The thirteenth part of the report is a list of references and a list of acknowledgments.

14. The fourteenth part of the report is a list of figures and a list of tables.



**List of Papers distributed at the 5th Inter-Institutional meeting of DPAP Cells held at the Institute for Financial Management and Research, Madras on September 22-23, 1980.**

CELLS

A. CENTRAL CELL - IIPA

- Studies in District Credit Planning -

- . A Perspective for Micro Level Intervention      Anil K. Gupta
- Transformation of Sectors into 'ACCESS' Space (A critique of Growth Centre Model of Decentralised Development)

- Studies in District Credit Planning -

- . Planning and Monitoring Rural Credit in Semi-Arid Regions : Process & Implications for Intervention

- Studies in District Credit Planning -

- . Issues in Identification and Definition of Target Group

B. MAHENDRAGARH DISTRICT, NARNAUL

- Position Paper

C. JODHPUR

- Position Paper

D. PANCHMAHALS DISTRICT, GODHRA

- Block Level Planning Concept      R.H. Dholakia &
- : PRECEPT      S. Iyengar

- E. - Dryland Agriculture : Diagnosis and Prescription

R.H. Dholakia,  
H.T. Patel &  
T.N. Shukla

Chapter 4 out of the Plan Document of Gujarat Government for (Sayla Block) of Surendranagar District.

R.H. Dholakia

- A Case for Institutionalising the Cell at District Level

S.D. Sharma  
S.N. Iyengar

- Project Proposal/Study Report Series:

. MI Tank Series - 1

Techno-Economic Analysis - A case for Improvement.

R.H. Dholakia,  
S. Iyengar &  
Harshad Dalwadi

. MI Tank Series - 2

Social Benefit Cost Ratio - A Case for Improvement in Computation.

R.H. Dholakia

. MI Tank Series - 3

Project Implementation - A case for Improvement.

S. Iyengar &  
H. Dalwadi

- . Intervention at Project Level - An Experience of Cell in Reviewing, Formulating and Monitoring of Agriculture Demonstration Plots (ADPs) with prologue by

R.H. Dholakia &  
S. Iyengar

- . Intervention at Project Level - Introducing a New Project at District level

S. Iyengar

- . Interventions at Planning Level - An Experience of Cell in Planning for Special Programme at district level.

S. Iyengar

### E. PURULIA DISTRICT ( West Bengal)

#### - Study/Project:

- |   |                             |
|---|-----------------------------|
| . Performance of the Cattle Relief<br>Centre : An Economic Analysis                       | Pradosh Nath &<br>J. Pathak |
| . Problems of Pasture Management - A<br>proposal for Setting up of Gram<br>Unnayan Samity | Pradosh Nath                |
| . Why there should not be a sugar plant in<br>Sirkabad, Purulia - An Economic Analysis    | Pradosh Nath &<br>A. Pathak |
| . Problems of Sugarcane Cultivation -<br>Sirkabad: Purulia.                               | -do-                        |

- District Planning Cell, Purulia - How it  
functions now? (Position Paper)
- A copy of typed note on 'District Planning  
Cell, Purulia - As it stands today.

### F. RAMANATHAPURAM DISTRICT, MADURAI

- |  |                                    |
|--|------------------------------------|
| - Credit flow for Development Works in<br>Ramanathapuram District - An Appraisal   | A.M. Jayapalan &<br>K.M. Jayaraman |
| - An Evaluation of the Key Village Scheme<br>of the Animal Husbandry Department (A Scheme<br>implemented under DPAP in Ramanathapuram<br>District) | K.M. Jayaraman                     |
| - An Approach to Annual Plan Preparation   | Sachidambaram                      |
| - Monitoring of the 100 Tubewells Scheme<br>through PERT   | D.S. Hanumantha<br>Rao             |

- Summary of Findings of the Evaluation  
of Planned Expenditure in Ramanathapuram  
District.

Ms. Swarna  
Sadasivam

- Farm Structures in Ramanathapuram District

Vijaya Kausalya J.  
& S. Jayapandian.

- Status Report.